

# ST. MATTHEWS DISTRICT PLAN





1. Mill Road c.1905.
2. Last Horse Drawn Tram, East Road 1914.

# FOREWORD

Under the Town and Country Planning Act 1971, planning authorities are empowered to prepare local plans. With the re-organisation of local government in 1974, the City Council became the planning authority for Cambridge and thus the body responsible for that aspect of planning policy. The intention of the Council to exercise this power is embodied in its Statement of Objectives and Policies.\* It states that one of the objectives, "To promote the enhancement, where possible, of the social and environmental quality of all areas of the City", should be achieved by a policy of local plan preparation. The drawing up of the St. Matthew's District Plan must be viewed as part of this wider policy.

When the consultations and statutory procedures outlined in Section 12 of this Report have been completed, the District Plan will replace the existing planning policies. Thus it will supplant the provisions of the 1965 Town Map and become the statutory Plan for the area.

J. M. MILNER.

City Architect and Planning Officer.

MARCH 1977.

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\*A Statement of the Objectives and Policies of the City Council 1974, hereafter referred to as the Blueprint (1974).



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# 1 INTRODUCTION

## What is a District Plan?

The function of a district plan is broadly to provide a basic strategy against which future actions, both public and private, can be judged. It consists of a policy framework designed to control, direct and, where necessary, initiate change, in such a way as to solve existing problems, prevent the creation of new ones, and achieve certain desirable objectives as defined by the Structure Plan and other relevant policy statements e.g., the Blueprint (1974). A district plan performs this function by:-

- (a) bringing local and detailed planning issues before the public;
- (b) providing a detailed basis for development control;
- (c) establishing a framework for the co-ordination of private and public investment;
- (d) setting out a programme of environmental management.

## The Need for a Plan

The social and environmental problems of St. Matthew's have been recognised for some time. Indeed, a series of studies\* have shown that, relative to other parts of Cambridge, the area is one of the most deprived parts of the City in physical terms. Thus, it is an area which could potentially benefit considerably from the provision of a district plan. A further consideration is that the 1965 Town Map, the existing statutory planning document for Cambridge, is both out of date and insufficiently detailed to deal with the problems of the St. Matthew's area.

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\*Social Priority Areas Study 1971-72; House Condition Survey 1972; Social Provision in Cambridge 1972; reports by Cambridge City Council.

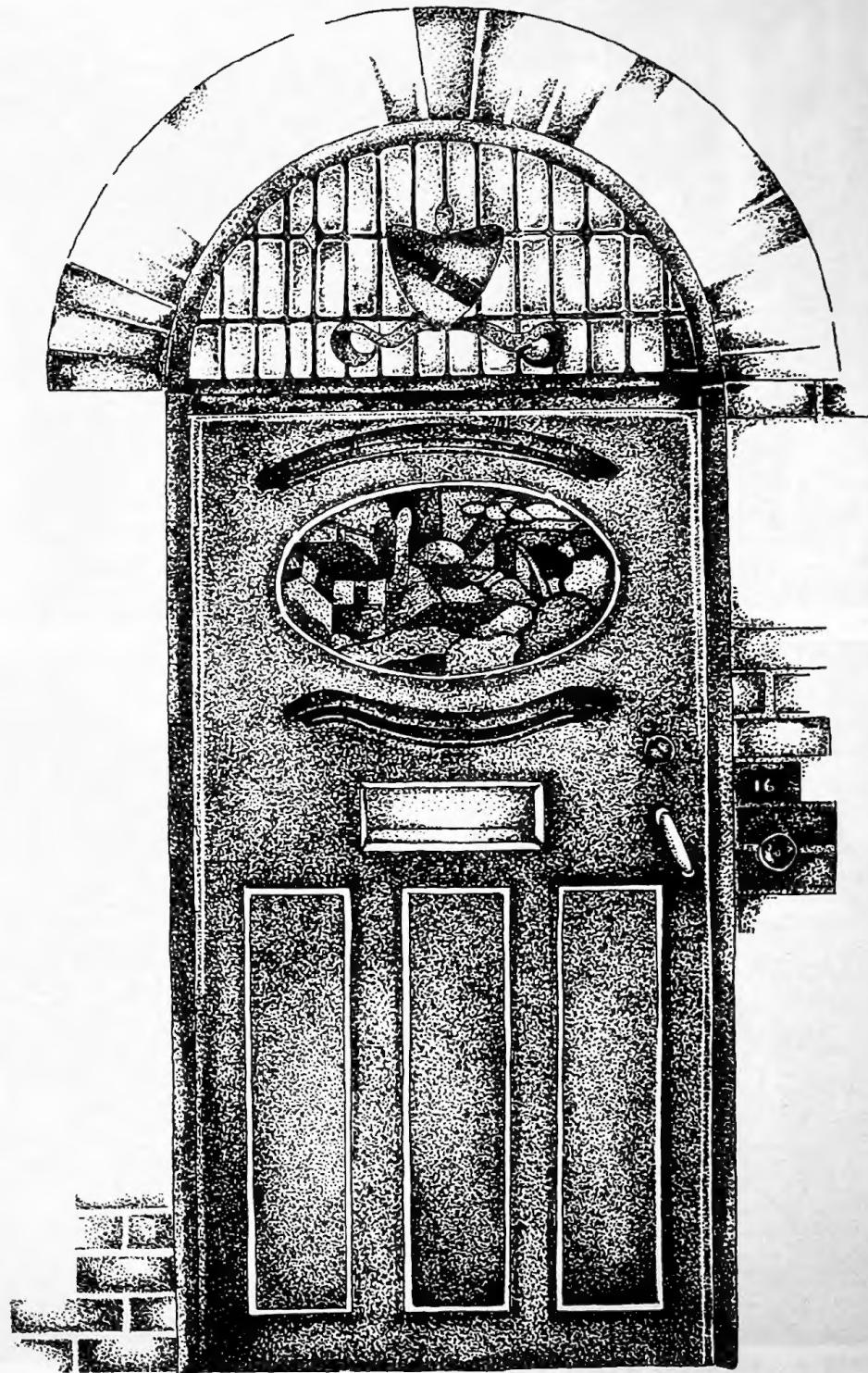
3. Petersfield.
4. Occupation Road.

These factors led the Cambridgeshire County Council (Development Plan Scheme 1974) and the City Council (Blueprint (1974) to give priority to the preparation of a district plan for St. Matthew's.

## The Approach

The St. Matthew's District Plan has been prepared with the participation of the people living in the area (see Appendix I). As such it seeks to respect the existing qualities of the area and the value of an established, but changing, community. At the same time, the wider context has been considered, particular note being taken of the City Council's statement of objectives for Cambridge and the role that the St. Matthew's area has in the City as a whole.

No fixed end date is given for the completion of the Plan nor, with one or two exceptions, are fixed localities suggested for particular activities. Rather, the Plan consists of a range of policies which can be implemented over a period of time, according to the Council's priorities and the availability of finance. This flexible approach is necessary given that: we live in a rapidly changing and uncertain world; there are many activities over which the City Council has no control; and the area is made up of a large number of interdependent components. The Plan seeks to provide a practical framework within which desired changes can occur, and to promote community action and co-operation between residents and the Council.





5. Mill Road.  
6. York Street.

## 2 THE DISTRICT PLAN AREA

### Physical Character

This District Plan deals with a part of Cambridge approximately 15 minutes walk from the City Centre, Map 2.1. It is often difficult to establish the precise boundary of a district plan area because various activities have different catchment zones. In the case of St. Matthew's, the northern, eastern and western boundaries are taken to be the Newmarket Road and Coldham's Lane the railway and East Road, where there are significant barriers to movement. The southern boundary is less easy to define but has been arrived at by taking a view of those areas which have problems in common with the major part of the area north of Mill Road. The resulting area is shown on Map 2.2.

In terms of land use the area is dominated by housing dating primarily from the latter part of the 19th century. Although mostly in the form of small terraced dwellings, there are some substantial semi-detached and detached houses south of Mill Road. There is considerable multiple occupation of the larger properties. Less significant as a space user is commercial development. This is concentrated mainly to the north of New Street and east of York Street/Ainsworth Street. In addition there is a liberal sprinkling of smaller business premises throughout the area. A great range of activities is carried on, from organ building to warehousing and electrical engineering to wedding photography.

The firms present vary from major companies employing over 1,000 people to one man operations. Mill Road is a major district shopping centre of some 6,600 sq.m gross retail floorspace (1971), and there are local centres along Norfolk Street and Newmarket Road. The Beehive (1,860 sq.m floorspace, 1971) off York Street is an important centre for food shopping.

In addition to the two major land uses, many other activities occupy sites in the area, the maternity hospital, education, churches, clubs and open space to name but a few. Indeed the St. Matthew's area has as a dominant characteristic, a great diversity and intimate mixing of different buildings and

activities. This mixture is very important in relieving the monotony so commonly found in areas of dense terraced housing which show a rather uniform brick and slate face. However, the simple design and unity of much of the housing is not to be underestimated, nor is the variety in style, materials and decoration which exists for those who care to look.

## Social Character

In 1975 some 5,400 people lived in the St. Matthew's area. The population is approximately 20% less than it was 15 years ago, but this is not necessarily a sign of general decline rather more the result of housing losses in the zone between Norfolk Street and Petersfield.

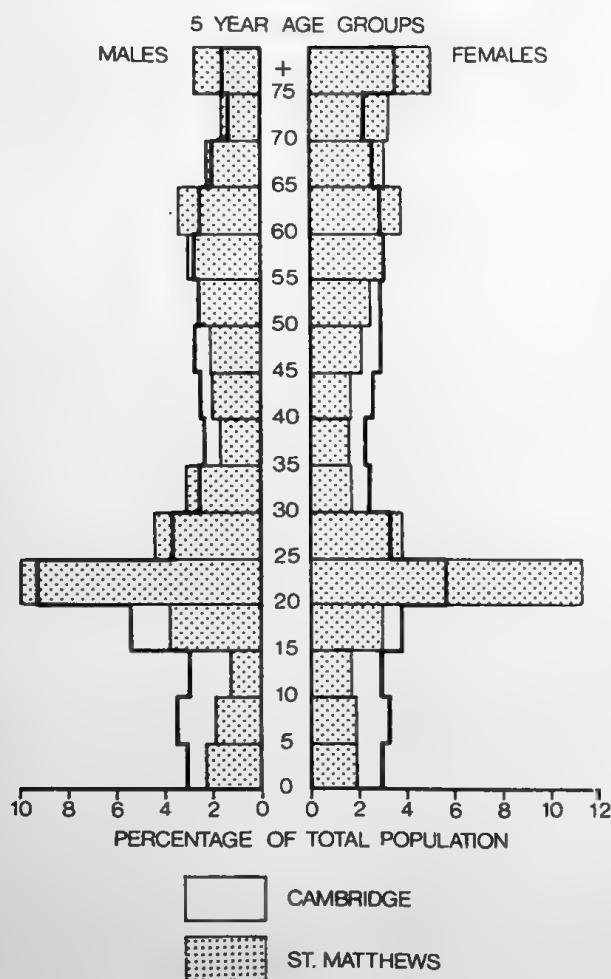


DIAGRAM 21 POPULATION PYRAMID 1971

SOURCE: POPULATION CENSUS 1971



Data from the 1971 Census indicate that, compared with the rest of Cambridge, St. Matthew's had a higher percentage of its population aged 65 years and over, and in the 15 years to 29 years age group. At the same time there was a noticeably smaller proportion aged below 15 years. The bulge in the lower-middle age range may in part be explained by a high student population. There was, however, considerable variation throughout the area, the north having a higher proportion of old people than the south. In view of this age structure it is perhaps a little surprising to find that in the same year the socio-economic grouping of residents did not vary greatly from the average for the City as a whole, except insofar as the professional groups were slightly under represented. A significant amount of house improvement has been carried out since 1971, and on this basis it is reasonable to suggest that there has been a decline in the average age of residents, and possibly a larger representation of the higher socio-economic groups.

The atypical age structure of the population was reflected more accurately in other factors, such as the high proportion of

females (52% compared with 49% for the City as a whole), the dominance of small households (39% single person, 2.13 average size, compared with 25% and 2.61 for Cambridge City), and the high proportion of residents living in rented accommodation (43% in St. Matthew's, 24% in Cambridge).

In 1974 an estimated 5,700 people worked in or from the area, of these 31% were women. In 1971 both male and female activity rates for the population of St. Matthew's were higher than those for the population of Cambridge as a whole.

Appendix 2 provides some further demographic data on the area.

## Existing Policies

The existing statutory planning policies for the St. Matthew's area are embodied in the Town Map\*. This indicates in detail the use which is allowable on any parcel of land, subject to other matters of planning law, such as established uses, and is thus a basic guide for development control processes. However, with certain exceptions, it makes no recommendation as to how the problems of the area might be dealt with. The exceptions are the designation of three comprehensive development areas (C.D.A.'s.) and the suggested location for a car park to serve Mill Road, Map 2.3. Within each C.D.A. certain permitted uses are identified: residential units, shops and warehouses in No. 1; residential units, a school, warehouses, distribution depots and builders' yards in Nos. 2 and 3. The actual location of the permitted use depends upon the basic Town Map zoning. Only C.D.A. No. 1 has been carried through, while 2 and 3 now show the effects of advanced planning blight.

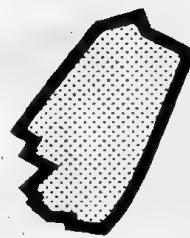
The custodian's house in Mill Road Cemetery, Hughes Hall, Mill Road Branch Library (the gable end of which has recently been carefully restored), numbers 1-10, Petersfield and the Zion Baptist Chapel Sunday School are listed buildings (Grade II), and enjoy the protection which that status affords. Petersfield (buildings and open space) also falls within Conservation Area No. 1 and is covered by the policy provisions of the Cambridge Townscape report\*\*. The main recommendations are that: careful protection should be afforded numbers 1-10, Petersfield, and that: serious thought be given to a programme of tree planting as the existing specimens "may only live for a further 5 to 14 years".

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\*The Town Map for Cambridge, County of Cambridge 1965.

\*\*Cambridge Townscape - An Analysis, City of Cambridge 1971.

CENTRAL  
AREA



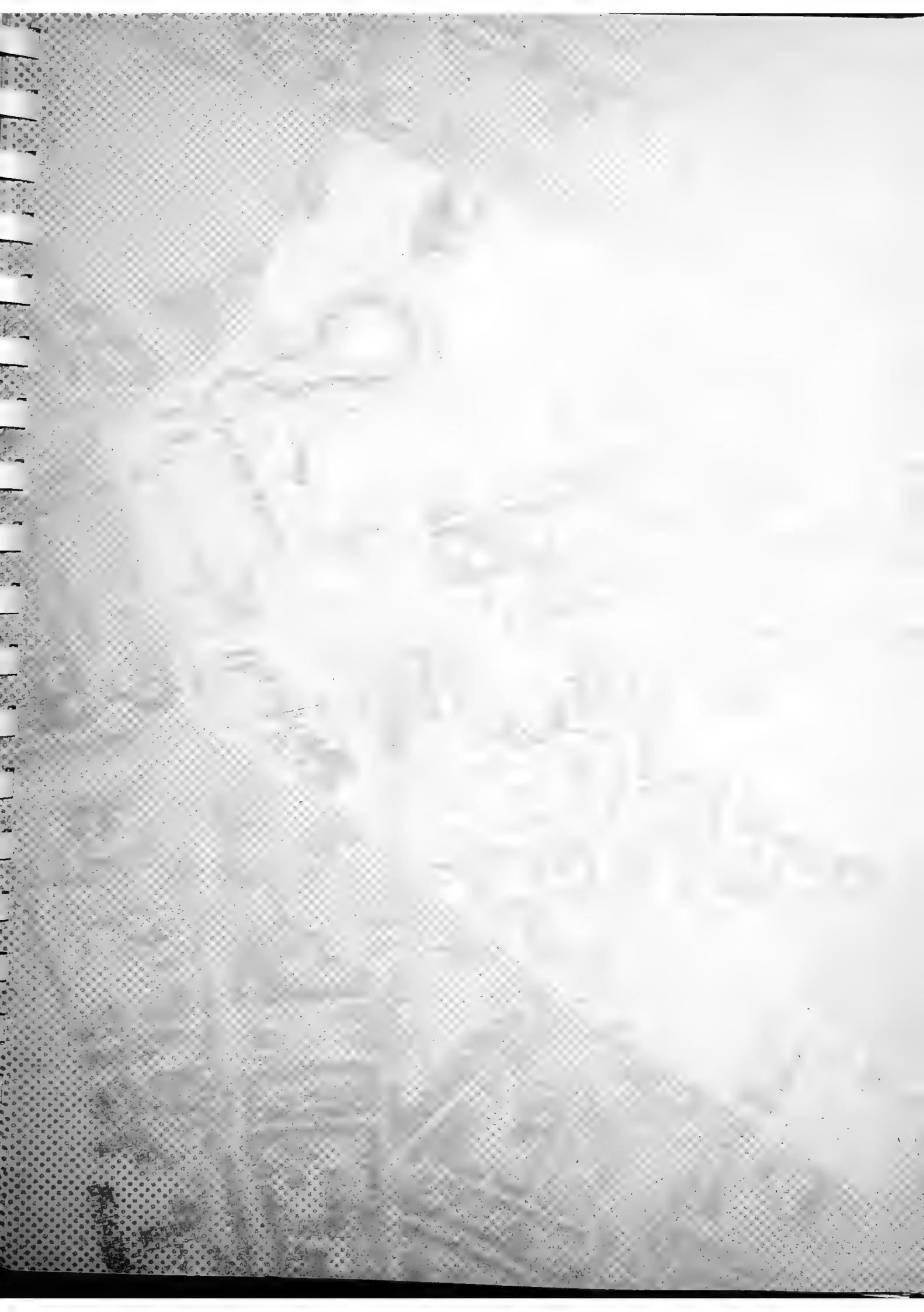
SCALE

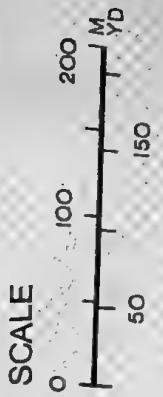


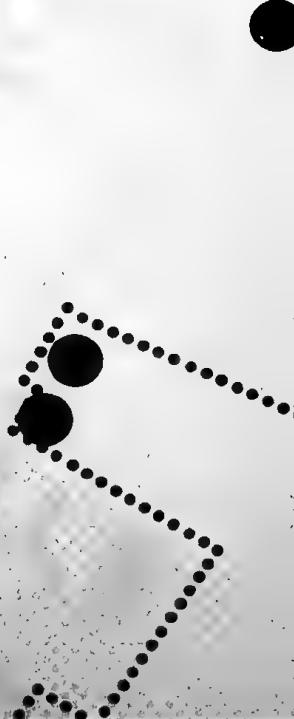
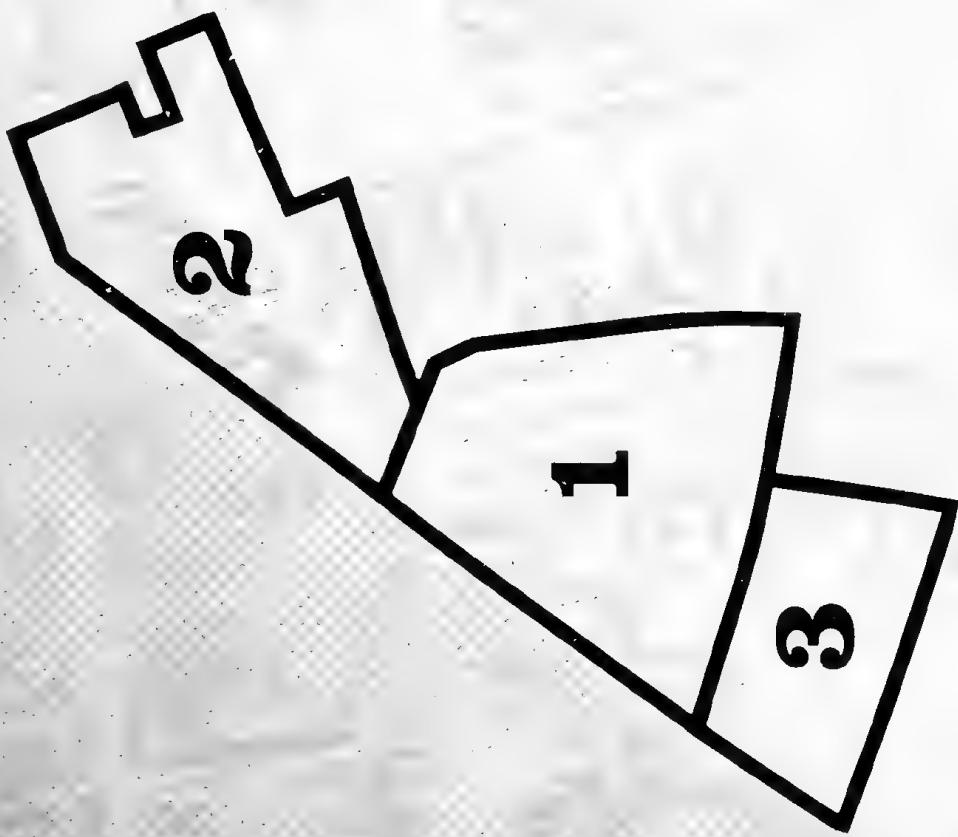
## MAP 21 CITY SETTING OF THE ST. MATTHEWS AREA

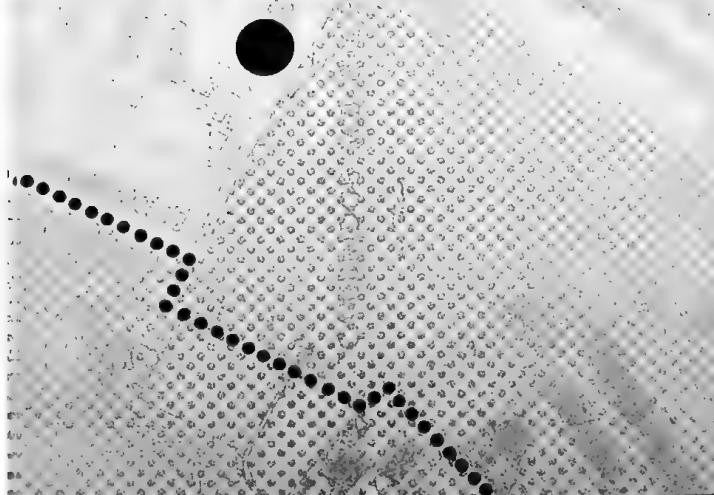
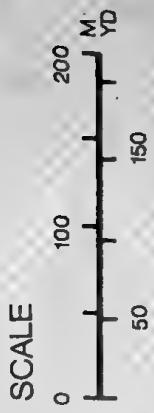


DISTRICT PLAN AREA





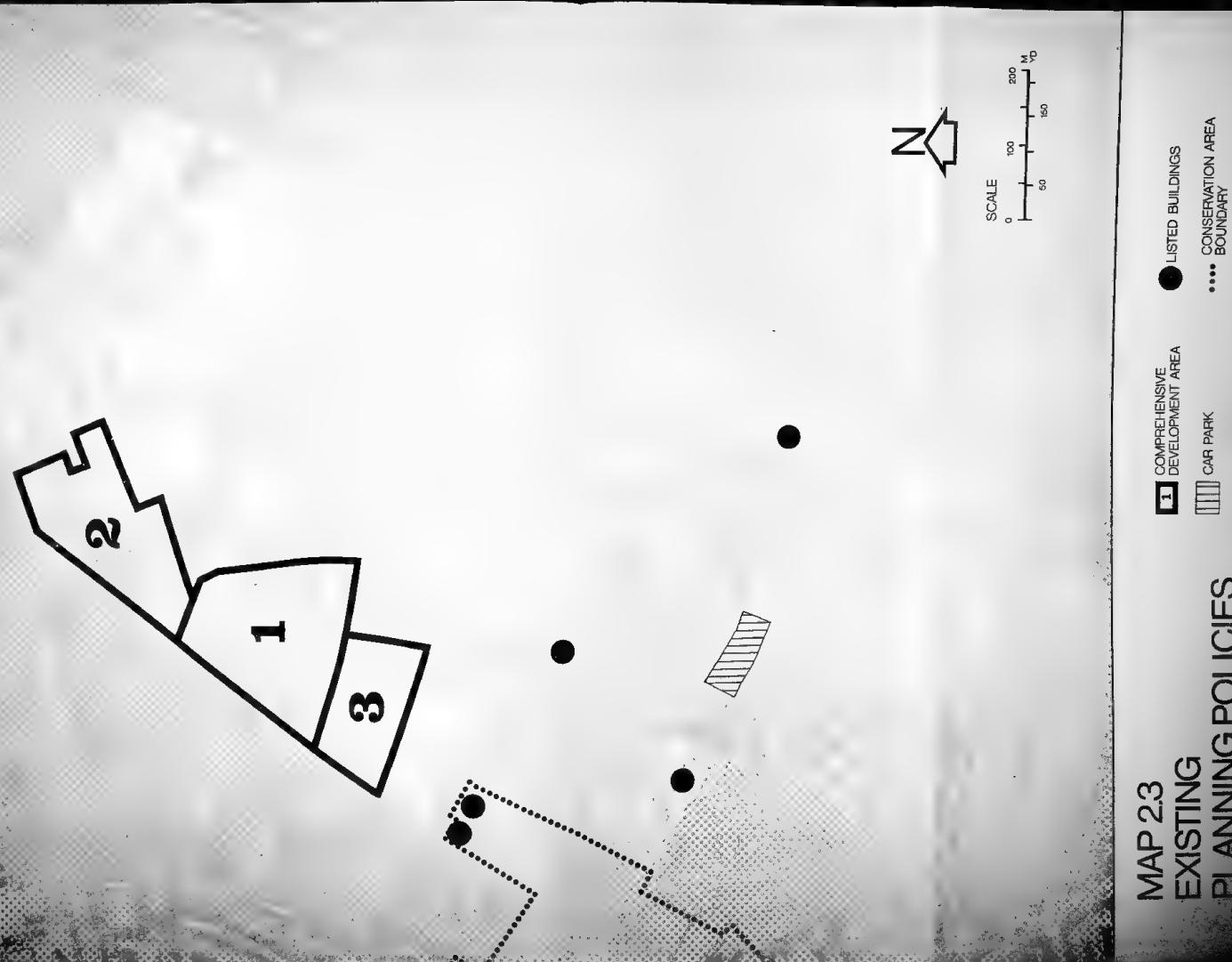


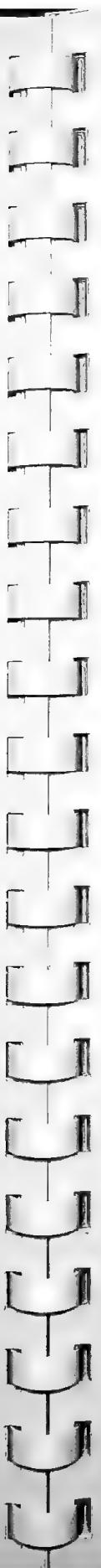


DISTRICT PLAN  
AREA



**MAP 2.3**  
**EXISTING**  
**PLANNING POLICIES**





Other specific policies adopted by the City Council e.g., the widening of East Road, are dealt with in the following sections on housing, industry, open space, traffic and parking, community facilities, shopping and conservation and environment.





# 3 THE EXISTING AND FUTURE ROLES OF THE AREA

## Roles of the Area

At the present time the St. Matthew's area plays five main roles in the workings of the City:-

- (a) it provides a pool of small relatively low cost housing close to the central area and attractive to the first time buyer;
- (b) it is an important employment centre;
- (c) its stock of small, older commercial buildings provides low cost accommodation suitable for new businesses starting up;
- (d) its shopping facilities serve an area far wider than that covered by the Plan;
- (e) its schools and colleges have City and County-wide catchment areas.

Of these (a) and (b) are dominant, setting the physical context within which (c) to (e) operate. All five contribute to the wellbeing of St. Matthew's and the City as a whole, all compete for scarce, physical and financial resources and all have character which in some measure leads to conflict between them. It is essential, before proceeding to look at specific programme areas such as housing and open space, that these roles be reviewed with the aim of establishing their relative importance in the future. Should one have priority over the others? If so, which? Is there a need for the basic role of the area to change? How do existing residents see the broad future of the area? Are their desires compatible with the wider aims of the City Council? These are the sort of questions which must be answered.

House Improvement: 7 Mill Street. 8 St. Matthew's Street.  
9 Private Housing, Geldart Street.  
10 Council Flats, East Road.

## The City-wide Context

In identifying the future role of St. Matthew's two considerations are paramount: the housing and industrial needs of Cambridge as a whole.

In the City there is a need for housing of all kinds. Indeed the Council has said that "The elimination of homelessness and the right of all inhabitants of the City to occupy homes which are healthy, pleasant and suited to their needs" is its "highest priority" (Blueprint 1974). In particular there is a requirement for modest, low priced houses attractive to the first time buyer and within easy reach of the City Centre. The proposed expansion into the green belt at Cherry Hinton is a direct result of the general need, reinforced by a shortage of housing land within Cambridge.

On the industrial front the situation is similar. There is a shortage of industrial land in and around Cambridge, so much so that the expansion of business activity is restricted. At the same time there is pressure for office growth, but a lack of accommodation suitable for professional and small local office. These problems must be viewed against the background of the City Council's objective that "adequate employment opportunities (should) exist" (Blueprint 1974), and "that local industry should be allowed to grow" in Cambridge (Blueprint Review 1975).

While these two matters are of the greatest importance for St. Matthew's, the potential of the area to provide for the educational, recreational and shopping needs of the City must be borne in mind. The City Council has stated that such needs should be met, an attitude which frequently implies expansion

## Policy Options

When planning for a small sub-area of the City, it is quite clear that if a significant impact is to be made on the City-wide problem (provision of land for industry, housing etc.), there will be conflict between the various objectives. No one role can be enhanced without diminishing one or all of the others; either the existing balance must be maintained or the importance of one must increase either relatively or absolutely.

At the outset it is important to establish that there are two basic options for the future of the area:-

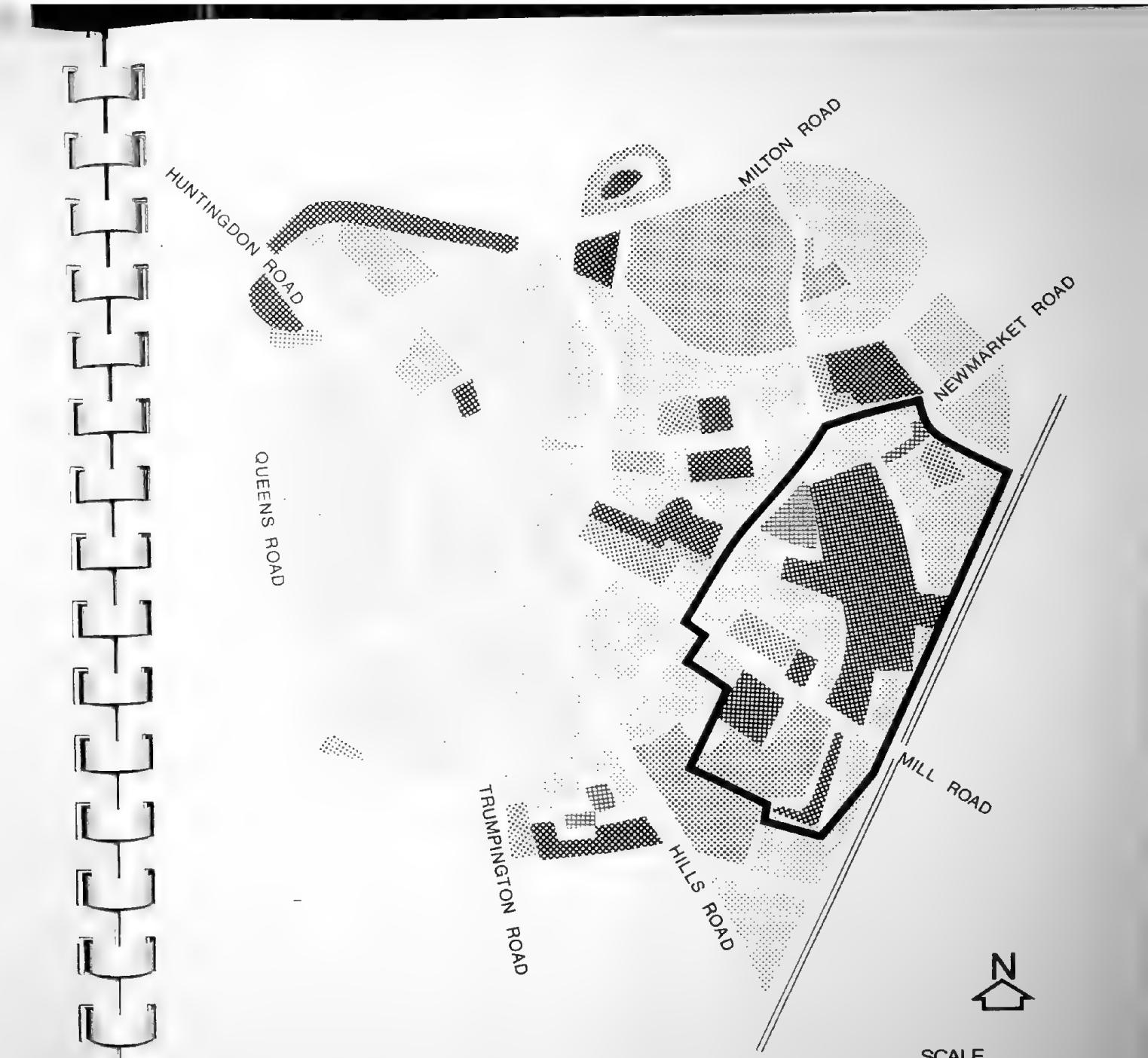
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\*Offices in Cambridge, City of Cambridge 1976.

**MAP 3.1  
INNER CITY  
RESIDENTIAL  
AREAS**

- [■] RATEABLE VALUE BELOW £175 P.A.
- [■] COUNCIL HOUSES
- [■] OTHER RESIDENTIAL

- [■] PRIMARILY NON RESIDENTIAL
- [■] DISTRICT PLAN AREA





- (a) that St. Matthew's should remain primarily a residential area, with some piecemeal expansion of the housing stock as and when possible;
- (b) that the role as an employment centre be expanded.

Other activities must remain in some measure, indeed the educational and shopping roles may be enhanced, but in neither case is there a valid argument for an expansion sufficient to have any radical impact on the two existing primary roles of the area. Nor are there any other realistic alternative roles which would detract from industry and housing.

What then are the relative merits of the two options (a) and (b)?

(a) Consolidation of the Housing Role.

- (i) Advantages
  - satisfies some of the general housing need.
  - retains the last large area of low cost inner city housing, see Map 3.1.
  - the proximity of the housing to the City Centre helps to eliminate some of the need for car-borne shopping and commuting trips.
  - improvement and consolidation of housing within the area is cheaper than the provision of new dwellings on fresh sites.
- (ii) Disadvantages
  - starves other activities of land near the City Centre.
  - some people prefer to live in a suburban environment. To consolidate housing in the St. Matthew's area, and use land released outside the City for industry, would be contrary to this.

(b) Expansion of the Industrial Role.

- |                    |   |
|--------------------|---|
| (i) Advantages     | <ul style="list-style-type: none"><li>- provides land and allows industry to grow, often as an expansion of existing premises.</li><li>- employment is provided near to central area facilities.</li></ul>  |
| (ii) Disadvantages | <ul style="list-style-type: none"><li>- more traffic would be drawn towards the centre of Cambridge on already congested routes passing through residential and shopping areas.</li><li>- housing would be lost.</li><li>- people would be pushed out further away from central area facilities.</li><li>- the existing community would be dispersed.</li></ul> |

Few of these points are quantifiable, which means that a choice between (a) and (b) must be based upon a value judgement. A judgement founded on the wishes of residents and the wider needs of Cambridge as a whole.

## Residents' Views

Almost without exception, the residents of St. Matthew's who have participated in the preparation of the Plan have stated that they wish the area to remain primarily residential in character. The questionnaire revealed that, after open space, housing was the preferred use for any vacant land.

## Conclusions

It is considered that the balance of advantage lies very much in favour of St. Matthew's remaining primarily a residential area, with that role enhanced where possible. The legitimate needs of other activities are recognised, indeed the close proximity of shops, schools, jobs and open space are important ingredients in the overall desirability of any residential area. But the role that the area performs through them must respect the basic housing function, and the policies contained in the individual programme areas must be directed towards that end.

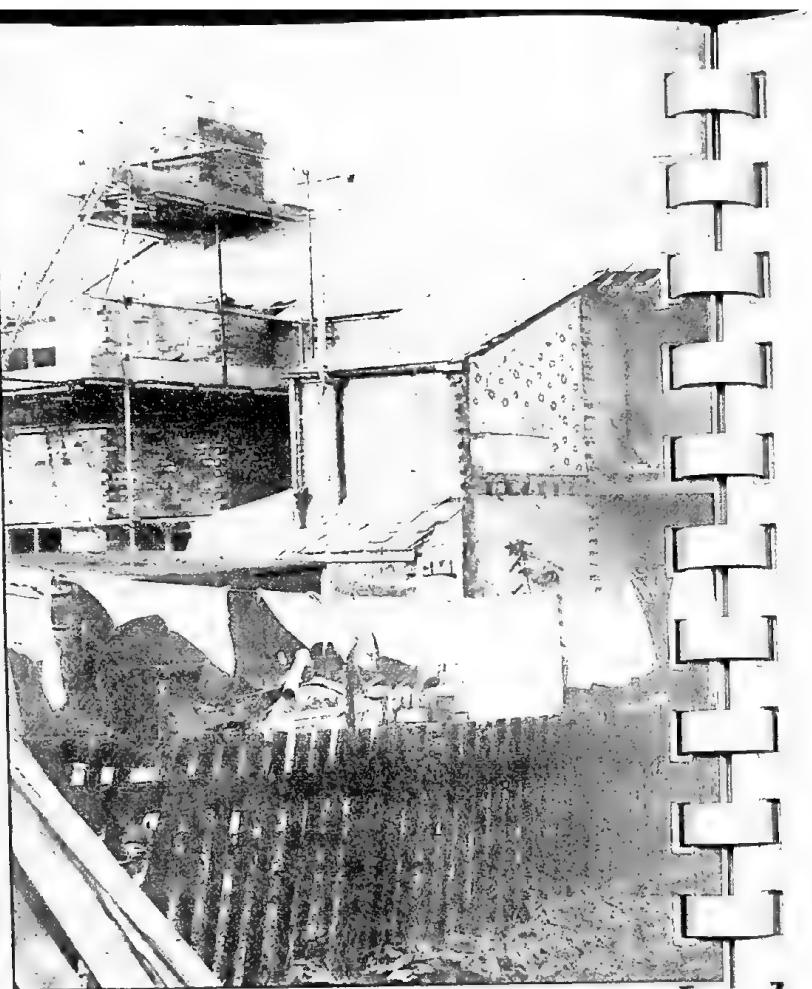
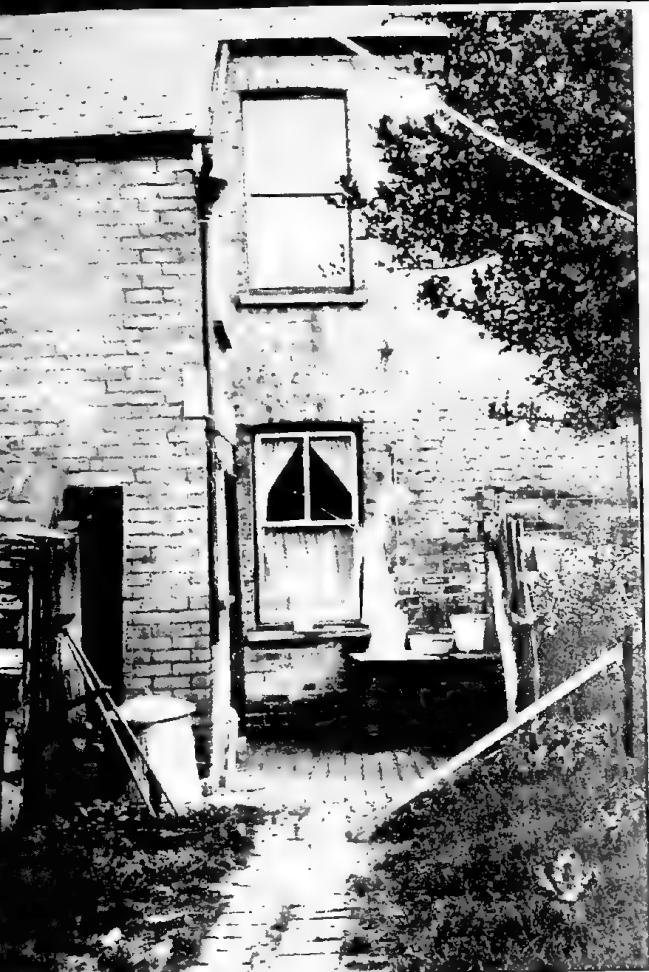
There is no case for a general expansion of commercial activity within the area. Rather land for industrial expansion should be found in outer areas more directly related to the transportation infrastructure, the major residential areas of the City and on sites easier to lay out. This view is compatible with the recently adopted office policy\* for Cambridge. The City Council's Community Land Policy Statement\*\* also incorporates the view that further industrial land should be released, and resources allocated for the relocation of non-compatible uses. In addition it must be pointed out that, when talking about the whole of the district plan area, it is socially, economically and environmentally more desirable to relocate industry than housing.



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\* Offices in Cambridge, City of Cambridge 1976.

\*\* Community Land Act, Land Policy Statement, City of Cambridge, May 1976.



# 4 HOUSING

## The Issues

The context within which housing policy for St. Matthew's must be considered is one of housing need in Cambridge as a whole. In particular there is a requirement for modest low priced houses, attractive to the first time buyer and within easy reach of the City centre. In addition, the large student population of Cambridge gives rise to a high level of demand for rented accommodation. The Cambridgeshire College of Arts and Technology (CCAT) is particularly important in this respect as it lies within the district plan area. At the start of the academic year 1976-7, it had approximately 950 full time students seeking accommodation, but could only call upon 180 bed spaces specifically intended for CCAT students. Most students had to rely on the usually expensive, and often inconveniently located, flats, bed-sitting rooms and houses offered on the open market. This problem stems directly from the College expanding its educational function much more rapidly than its stock of residential space. The problem has been exacerbated in recent years by the decline of the market in private rented accommodation.

In no small measure the St. Matthew's area helps to provide for these needs, but there are certain physical problems associated with the stock of housing available. Much of the existing housing was built at a time when the accepted standards of amenity were significantly below those considered desirable today. At the other extreme, some houses were designed to accommodate large turn of the century families who could afford to employ a number of servants. There is also an increasing reluctance on the part of shopkeepers to use or let flats above shops, particularly along Mill Road. The net result is a stock of dwellings requiring adaption and improvement if they are to serve modern needs, (see Table 4.1). To this problem must be added that of natural decay, itself frequently accelerated by multiple occupation, and planning blight. The effect of the latter has been particularly severe in the C.D.A's, and along York Street.

Norfolk Terrace: 11. Before. 12. During.  
13. After Improvement.

The physical quality of some of the housing in the area has also been degraded as a result of its close proximity to commercial uses. In particular, heavy lorries can cause damage through vibration and direct collision as, for example, at the York Terrace/Sleaford Street and Hooper Street/Sturton Street junctions. And there are the more insidious effects of noise, smell, dirt and disturbance which tend to discourage the care and maintenance of buildings. The wider problem of through traffic further contributes towards this.

It was factors such as these which led to the comprehensive redevelopment of the area between East Road, St. Matthew's Street and Norfolk Street during the 1960's.

Table 4.1. Housing Conditions in St. Matthew's, 1971\*

	% Housing		
	St. Matthew's 1**	St. Matthew's 2**	City Total.
No fixed bath.	40	10	9
No internal W.C.	36	17	10
Without hot and cold water at 3 points.	42	20	15
Below 12 point standard.***	80	57	51
Unfit.	31	13	5
Built before 1919.	75	90	30

Source: 1971 House Condition Survey, Cambridge City Council.

\* Based on a 1,000 household sample survey of the whole City.

\*\* St. Matthew's 1 - the area north of Mill Road.

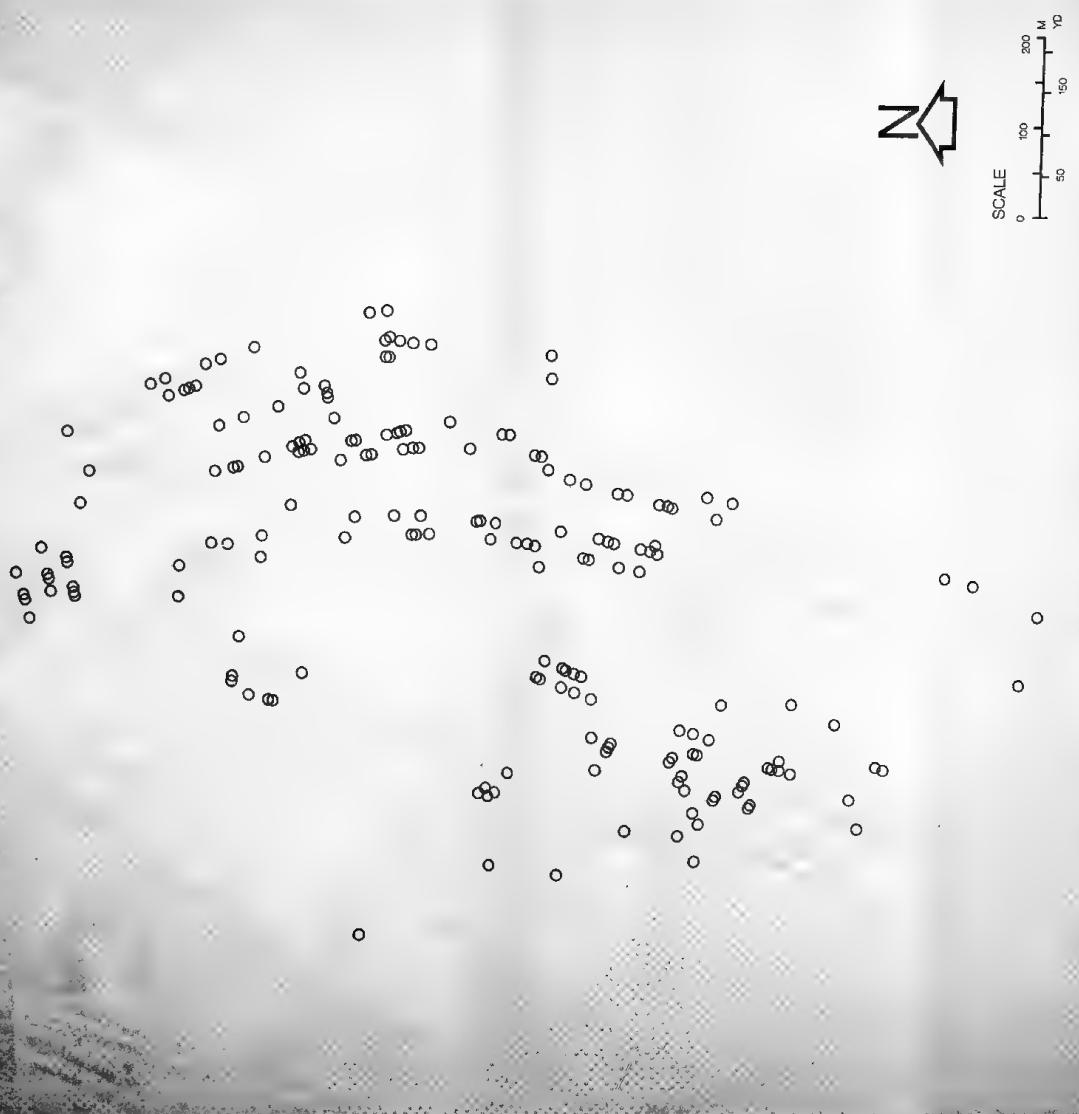
St. Matthew's 2 - the area between Mill Road and Hills Road.

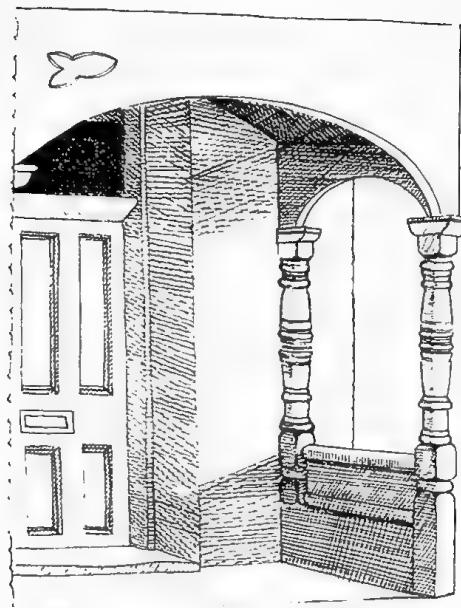
\*\*\* The 12-point standard was used in the National House Condition Survey 1971 as an indicator of the standard of housing. It included an assessment of structural condition, the supply of services and the provision of amenities. It was the standard up to which houses had to be improved for an improvement grant under the Housing Act 1969. See: Housing Act 1969, House Improvement and Repair Ministry of Housing and Local Government Circular 64/69.

There has been a noticeable amount of rehabilitation of older housing following the grant provisions of the 1969 and other Housing Acts, see Map 4.1. This is a continuing process. Unfortunately, the financing of house purchase and improvement

**MAP 4.1**  
**LOCATION OF IMPROVEMENT**  
**GRANT PAYMENTS**

GRANT FOR HOUSE IMPROVEMENT GIVEN  
UNDER THE 1969 OR 1974 HOUSING ACT UP  
TO 31 DECEMBER 1976





presents a real stumbling block (together with the inconvenience and disturbance experienced during building work) as revealed by the fact that 30% of grant applications are not finally taken up. This is largely due to the reluctance of building societies and other funding bodies to lend money on old property in an area which has an uncertain future. Landlords are similarly affected, and rent controls mean that they can seldom recoup the cost of major improvement works. The availability of Council mortgages is also likely to be restricted in the short-medium term due to recent cuts in public spending.

The issues outlined above cover a number of broad and detailed areas, but the whole may be summed up in one question: "What is to be done with this large area of old housing, a proportion of which is not up to the high standards expected in the 1970's?"

## Policy Options

It has already been established that St. Matthew's should remain a primarily residential area. Only where a real and certain planning gain can be obtained should any erosion of the residential stock be allowed. However, it is necessary to provide a more positive policy for the future of housing in the area. Very broadly there are two alternatives, comprehensive redevelopment and rehabilitation, to be considered.

A vigorous debate as to the advantages and disadvantages of the two approaches to urban renewal has been conducted at both the national and local level. The primary advantages of comprehensive redevelopment would seem to lie in the ability to carry

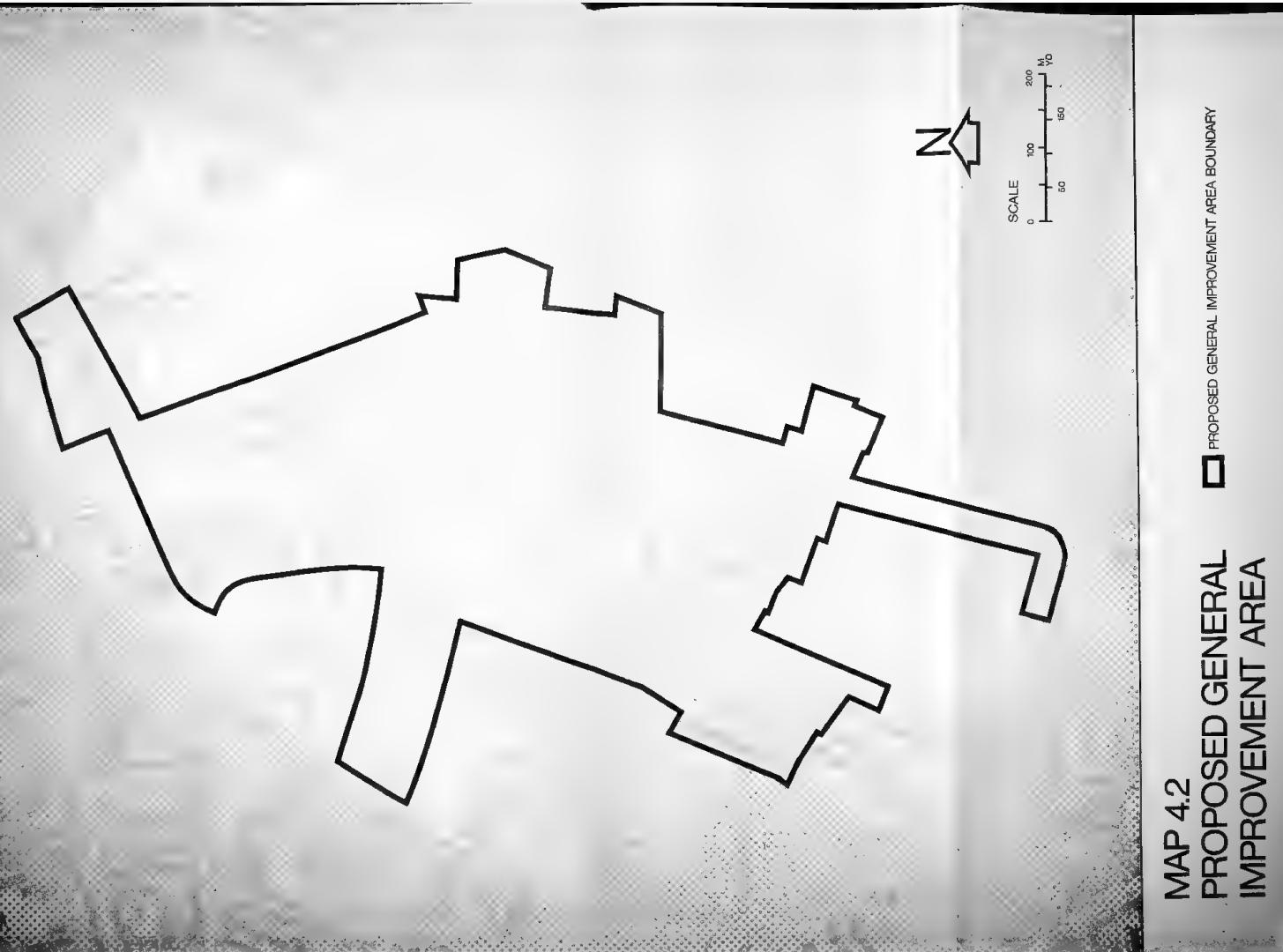
through a complete reorganisation of uses and circulation, and provide a variety of dwelling type incorporating modern internal /external standards and amenities. Rehabilitation on the other hand retains the existing community, or at least allows for evolutionary rather than revolutionary changes, improves an already familiar environment, and is economical of financial and physical resources. There seems to be no absolute balance of advantage on one side or the other at the level of general principle. The choice must depend upon an assessment of individual circumstances.

In the case of St. Matthew's three very important factors must be taken into consideration. Firstly, residents of the area who have participated in the Plan preparation have expressed an almost unanimous wish for rehabilitation rather than redevelopment. Secondly, conditions are not so bad that the necessary level of improvement cannot be achieved within the existing physical framework\*. Thirdly, due to cuts in public spending the City Council will not have the resources to acquire and redevelop for residential purposes large parcels of land in the foreseeable future. In view of these circumstances it is considered that the main theme of housing policy in St. Matthew's should be the rehabilitation of the existing housing stock. However, this does not mean that some small scale redevelopment and infill would be unacceptable in certain circumstances. In order that the greatest benefit can be achieved, the policy of rehabilitation should be implemented through the declaration of a General Improvement Area (GIA). This will ensure that the maximum grant is available for house improvement. Residents who take up an improvement grant are expected to carry out works to a certain minimum standard. Flats above shops are eligible for improvement grants provided they have a separate access. Where access is available, a separate rate assessment can be obtained for the residential component so that the flat is not disqualified from receiving a grant because of the high rateable value of the whole property.

The need to declare a G.I.A. has in fact already been accepted by the City Council and a submission based on the area indicated on Map 4.2 has been made to the Department of the Environment. This step has been taken in advance of the publication of the Final District Plan because of the unanimous support received for the G.I.A. and the need for priority

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\*Note that this was not the case in the area between East Road, St. Matthew's Street and Norfolk Street (C.D.A. No. 1) where conditions were very much worse than those to be found anywhere in St. Matthew's now.



**MAP 4.2**  
**PROPOSED GENERAL**  
**IMPROVEMENT AREA**

□ PROPOSED GENERAL IMPROVEMENT AREA BOUNDARY

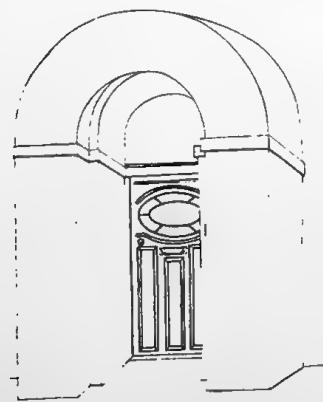
action on house improvement (see Section 11)\*.

In view of the fact that improvement and rehabilitation is the preferred policy, Comprehensive Development Areas 2 and 3 should be abandoned thereby removing the blight and encouraging development/improvement.

A net increase in the housing stock of the area could be achieved by the development of some currently vacant sites and the redevelopment of land not in residential use at present. Unfortunately, the scope of this is somewhat limited as there are a number of competing demands for unoccupied land (open space, car parking, industry and education), and the initiative for the development of other sites (mainly industrial) must generally come from the freeholder in the foreseeable future, given the shortage of industrial land in the City and the financial constraints on the Council. In addition there are environmental and access considerations. Vacant sites in Petworth Street, York Street, Vicarage Terrace, Norfolk Street, Ainsworth Street and Stone Street would be suitable for residential development, see Proposals Map and Appendix 3. Due to their small size, it is unlikely that the Council will wish to undertake development of these plots.

At present the problem of CCAT student accommodation remains unresolved despite attempts by the City Council to promote the solution of the problem by the County Council. It is clear that a solution to the problem will only be found outside the context of the district plan, the problem being one of priority amongst many competing claims on a limited education budget at County and national level.

In the foreseeable future the CCAT is likely to depend upon the use of existing residential accommodation for its students.



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\*The G.I.A. was approved by the D.O.E. in February 1977.

That being the case, it is most appropriate that the larger properties rather than small family houses should be used. Bearing in mind the sort of problems which are often associated with student houses (accumulation of bicycles and milk bottles, untidy front gardens, minimal maintenance, late and unpredictable hours) this type of use should not be allowed to concentrate into a small area.

A contribution towards the solution to the student housing problem can be found through the work of housing associations, an area of housing activity which already receives support from the City Council. The CAMCAT Housing Association, which is closely associated with the College of Arts and Technology, at present aims to provide accommodation for young people, though not exclusively students. Housing associations can in general make a very important contribution towards the improvement programme and their activities in the area should be encouraged, with the emphasis being on the needs of single people.



## Policies and Implementation

### POLICY 4.1.

That St. Matthew's remain a primarily residential area.

Implementation: (a) By the use of the City Council's development control powers to prevent a loss of residential units by changes of use, and the consolidation of unacceptable non-residential activities.

### POLICY 4.2.

That encouragement be given to the improvement and rehabilitation of the existing publicly and privately owned houses and flats.

Implementation: (a) By the declaration of a General Improvement Area.  
(b) By successful implementation of the other district plan policies aimed at making St.

Matthew's a better place in which to live.

- (c) By the City Council using its statutory powers to secure the repair and/or improvement of houses if deemed necessary, to avoid the success of the rehabilitation policy being prejudiced.
- (d) By encouraging housing associations to undertake rehabilitation schemes in the area.
- (e) By encouraging building societies to make mortgages available on the older houses in the area.
- (f) By the Council providing a small pool of accommodation for people disturbed during house improvement works.

POLICY 4.3.

That the total housing stock be increased by development of the sites identified as suitable on the Proposals Map and in Appendix 3.

Implementation:

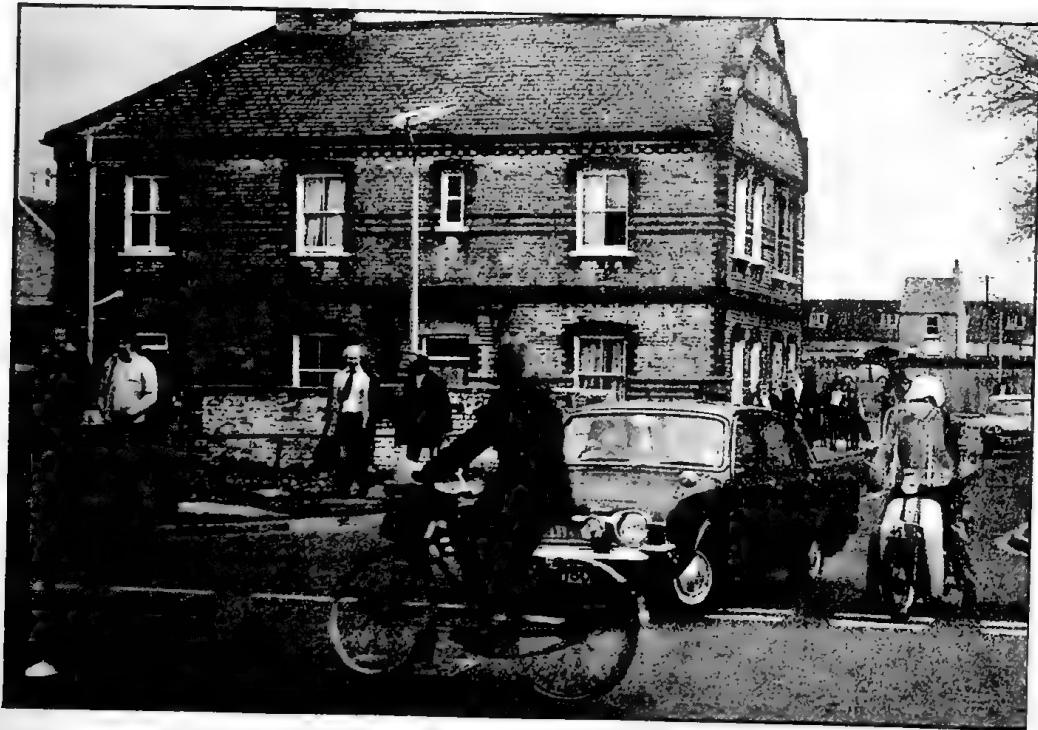
- (a) By the City Council agreeing to sell for housing purposes land which it does not wish to develop itself.
- (b) By the planning authority providing advice and assistance to prospective developers.
- (c) By watching carefully the requirements for parking and residential densities, given the character of the area, when planning applications are being considered.

POLICY 4.4.

To secure the provision of further student accommodation to meet the needs of single and married students at the CCAT.

Implementation:

- (a) By encouraging CamCat and any other housing association, to provide student accommodation, whether by the provision of purpose built residences or by the conversion of existing large houses.
- (b) By the County Council according priority to the provisions of purpose built hostel accommodation before any further expansion of student intake occurs.



14. Graham Beckerleg, Harpsichord Maker.  
15. New Street/York Street, Pye Unicam Workers Leaving for Home.

# 5 INDUSTRIAL AND COMMERCIAL ACTIVITIES

## The Issues

Given the role that St. Matthew's plays in the City it is most important that the area be considered in its wider context, in terms of both physical assets and Council policy. Physically there is a shortage of industrial land in and around Cambridge, so much so that the expansion of business activity is restricted. At the same time there is pressure for office growth, but a lack of accommodation suitable for professional and small local commercial offices.\* These problems must be viewed against the background of the City Council's objective that "adequate employment opportunities (should) exist" (Blueprint 1974) and "that local industry should be allowed to grow" in Cambridge (Blueprint Review 1975).

The Council has also stated "that there is a need to encourage the release and development of appropriate land for industrial purposes during the next five years, particularly for occupation by suitable light and science-based industrial firms and for the relocation of non-compatible businesses presently located in residential areas" (Land Policy Statement 1976). While the aims of the Council are unlikely to change, it is to be hoped that the Cambridgeshire structure plan currently being prepared will identify more land suitable for industrial expansion.

It is to no small extent a result of these factors that, within the St. Matthew's area, there is continuing pressure for commercial growth. This is expressed in planning applications to further develop existing premises, to erect new facilities on some of the currently vacant land and to change the use of existing property. The latter applies to both commercial and non-commercial premises, a phenomenon which is further referred to in 9.1 below. Within the district plan area the erosion of residential property by commercial interests is a particularly

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\*Offices in Cambridge, City of Cambridge, 1976.

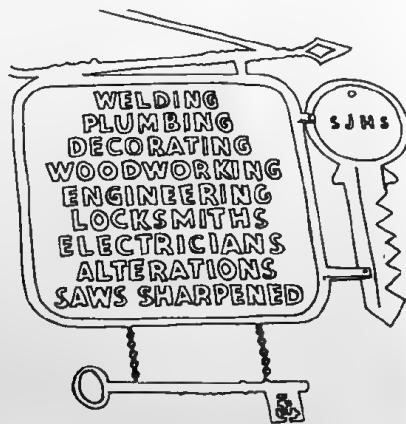
important and sensitive issue. This is not simply because of the loss of houses which occurs in such cases, but also because of the problems associated with dense mixed development, specifically:-

- (a) traffic and parking;
- (b) dirt, noise, smell and hazard;
- (c) ugly, overshadowing buildings;
- (d) "dead" sites at night.

However, the issue is far more complex than a consideration of these simple points would suggest, very considerable advantages can accrue from the existence of local industry:-

- (a) local employment is available;
- (b) the employees are often the customers of other local businesses e.g. shops;
- (c) commercial buildings add variety to the town-scape;
- (d) commerce brings life and interest to the area during the day.
- (e) new businesses can start up more easily in the small commercial premises available.

The District Plan must weigh these advantages against the disadvantages and recommend policies which will operate in the best interests of the people who live, work and carry out their business in the St. Matthew's area.



## Policy Options

There can be no doubt that the existing commercial and industrial concerns operating in the area cause a number of problems, and occupy sites which might ideally be devoted to the other needs of the community e.g. housing and open space. Very broadly there are three options which can be adopted to meet the challenge which this situation presents:-

- (a) accept the basic situation, but adopt strict measures to control the expansion and operation of industrial activity;
- (b) relocate the majority of industrial concerns;
- (c) selectively relocate those activities which are most damaging to the environment of this primarily residential area.

At the present time, a paucity of alternative sites and financial resources means that the City Council is in no position to relocate the majority of industrial concerns, even were such a move desirable, voluntary relocation being an unpredictable and, indeed, unlikely process. However, selective relocation (c) should not be ruled out as a medium/long term policy for implementation when the land and financial resources are available.

Such a policy would need to be carried out with care as it is considered that the advantages of mixed use outlined above outweigh the disadvantages. This view is shared by those residents of the area who have participated in the preparation of this plan, their main dissatisfaction being with industrial traffic and the activities of one or two firms rather than with industry per se. In the short/medium term any improvement must depend largely upon the control of existing industrial activity and any proposed expansion.

In adopting this attitude towards industry in a primarily residential area, it is vital that the Council use the widest range of measures for the control of commercial activities. A number of powers are available:-

- (a) The City Council can seek the voluntary co-operation of businesses to modify those activities which unreasonably impinge upon the amenities of residents.
- (b) The City Council as the planning authority has a range of development control powers

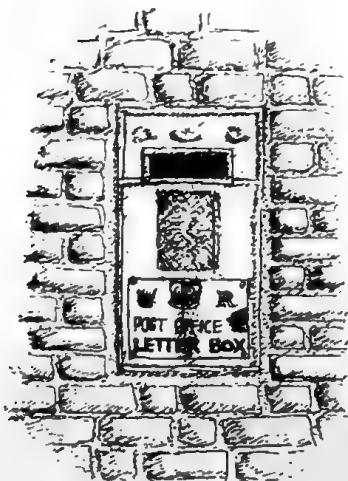
under the Town and Country Planning Act 1971. By the use of these, further incursions into the residential areas can be prevented, as can undesirable changes of use (leading to excessive traffic generation, noise etc.) of existing commercial property. The consolidation of non-compatible uses can also be prevented. However, any development control decisions taken by the Council can be challenged through the Secretary of State.

- (c) Current public health legislation can be used to control some of the problems. The Control of Pollution Act 1974 contains provisions for the designation of noise abatement zones.
- (d) Under Section 51 of the Town and Country Planning Act 1971, the planning authority has the power to order the discontinuance of an activity in the interests of proper planning on payment of full compensation. Most industrial activities are carried out on sites enjoying established use rights and as such are immune from enforcement action. In the short-medium term it is unlikely that the Council will have either the land or the financial resources to use this power in other than the most exceptional circumstances. But in the long term its use may be the most realistic way of dealing with particularly offensive activities.
- (e) The City Council may acquire industrial sites as they become vacant, and thereby seek to control the activities of new tenants without depriving the area of valuable industry. Once again it is unlikely that any action can be taken in the short term, but the possible availability of funds under the community land scheme could alter the situation in the medium term.
- (f) Improvements can be obtained by the Council adopting policies aimed at attacking some of the more general problems which the area faces e.g., traffic control (Section 7).

By the use of some or all of these powers, it is possible for the worst problems associated with mixed use to be ameliorated without at the same time sacrificing the advantages which accrue. To obtain the maximum benefit the control must be used flexibly and imaginatively. For example, the use of some of the smaller existing commercial premises (not shops) as local professional offices would be of benefit to St. Matthew's and the City as a whole. The same might be said of small craft industries. Though frequently such activities might constitute non-conforming uses, they should be considered on their merits and no pre-judgement made against them.

If these controls are to work effectively, it is important that they are supported by vigilance on the part of the community as a whole, serious cases of infringement being reported to the Council. This must be complemented by the Council's willingness to take swift and effective action.

Some scope for industrial expansion exists within the area on both current commercial sites and vacant land. In the case of the latter, only those sites located along New Street are considered to be suitable, given the need to take account of competition from other uses, environmental impact and accessibility. Accepting the priority to be accorded the retention of the primarily residential character of the area, any significant expansion of industrial activity should occur primarily to the north and east of New Street/York Street/Ainsworth Street/Hooper Street/Kingston Street/Devonshire Road. The actual type of activity to be accommodated, particularly on the vacant sites, cannot be closely defined. The City Council's office policy statement, however, indicates that office development would not be suitable. Applications to establish other types of usage must be judged upon their individual merits.



While major industries can most suitably be accommodated in the area defined in the previous paragraph, local and neighbourhood industries should be welcomed on commercial sites within the body of the residential zone. Although a presumption must be made against changes of use leading to a loss of residential accommodation, such an attitude need not be adopted towards the individual who wishes to operate a small non-noxious business from home.



## Policies and Implementation

### POLICY 5.1.

That existing business activities which are compatible with the primarily residential character of the area remain in the area and that non-compatible business uses which harm that character and make it a less pleasant place to live in be encouraged to move to more appropriate locations.

- Implementation:
- (a) By the City Council identifying inappropriate business activities and initiating discussions with the owners to encourage relocation.
  - (b) Exceptionally, by the purchase of inappropriate business pursuant to the Land Policy Statement.
  - (c) By the use, in exceptional circumstances, of discontinuance powers.

### POLICY 5.2.

That business activities be controlled to ensure that they do not unreasonably affect the amenities of residents.

- Implementation: (a) By development control policy.
- (b) By the City Council initiating discussions with industrial operators with a view to identifying to what extent existing problems can be ameliorated without resort to the Council's statutory powers.
- (c) By the use of public health legislation, where necessary, and specifically the designation of a noise abatement zone.
- (d) By, in the long term as funds become available, the control of occupiers through the purchase of sites.
- (e) By the implementation of the policies for traffic control outlined in Section 7.

POLICY 5.3.

That the introduction of further business uses to the area be prevented except (a) the industrial development of vacant sites in New Street and (b) the change of use of buildings to "cottage" industries\*, provided its appearance, or the noise or traffic generated, would not harm the character of the area and make it a less pleasant place to live in.

- Implementation: (a) By development control policy.
- (b) By the lease or sale of vacant sites for development.

POLICY 5.4.

That changes of use of small commercial premises (excluding shops) to local professional offices be encouraged.

- Implementation: (a) By development control policy.

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\*This applies primarily to one-man businesses, either industry or service orientated, which can operate from small premises which may have some other use (frequently residential) and involving operations with a high craft/skill input. Examples of such activities are a harpsichord builder in Gwydir Street, a saddler in Glisson Road and a design studio in Felton Street.



# 6 OPEN SPACE

## The Issues

The members of any community need open spaces in which to relax, play and enjoy the fresh air. In a densely developed area like St. Matthew's this need is particularly acute, but it is not well catered for. The area is now remote from open countryside, with the result that green open spaces must be provided mainly within the City. At present there are five local open spaces available, St. Matthew's Piece, Silverwood Close, Peters Field, Lyndewode Road/Tenison Road and the New Street allotments, see Map 6.1. These have a total area of 2.10ha, giving 0.39ha/1,000 head of population. Even if the Mill Road Cemetery and the area around the Parkside Pool, both of which have a qualified role as public open space, are included, the level of provision only rises to 1.21ha/1,000. It is not appropriate to include the amenity open space associated with the East Road flats, or the temporarily grassed health centre site at the end of Petworth Street, in with any assessment of publicly available open space, though the latter may have some short term future in that role. At any event, the level of provision falls far short of the National Playing Fields Association's standard of 2.8ha/1,000. Although Parker's Piece Midsummer Common and Coldham's Common are reasonably near, their perceived distance is increased by being severed from the area by major traffic routes. Residents have stated that they are reluctant to let children go to these spaces unaccompanied because of the danger the traffic poses. All sections of the community, from children to pensioners, suffer as a result of this deficiency. Reference to Map 6.1 shows that the problem is particularly acute in the east of the area and south of Mill Road.

In addition, the quality of some of the existing open space is not all that it might be, most notably that in Silverwood Close which is a daunting piece of grass devoid of any features whatsoever. St. Matthew's Piece is being improved; Peters Field is fairly satisfactory and the Lyndewode Road/Tenison Road space is quite adequate in quality but too small for the area it has to serve. The area around the Parkside Pool is currently unused, any encouragement to use it as open space could lead to damage to the Pool building. In addition all sites are

16. Mill Road Cemetery.
17. Silverwood Close.

adversely affected by the problem of fouling by dogs.

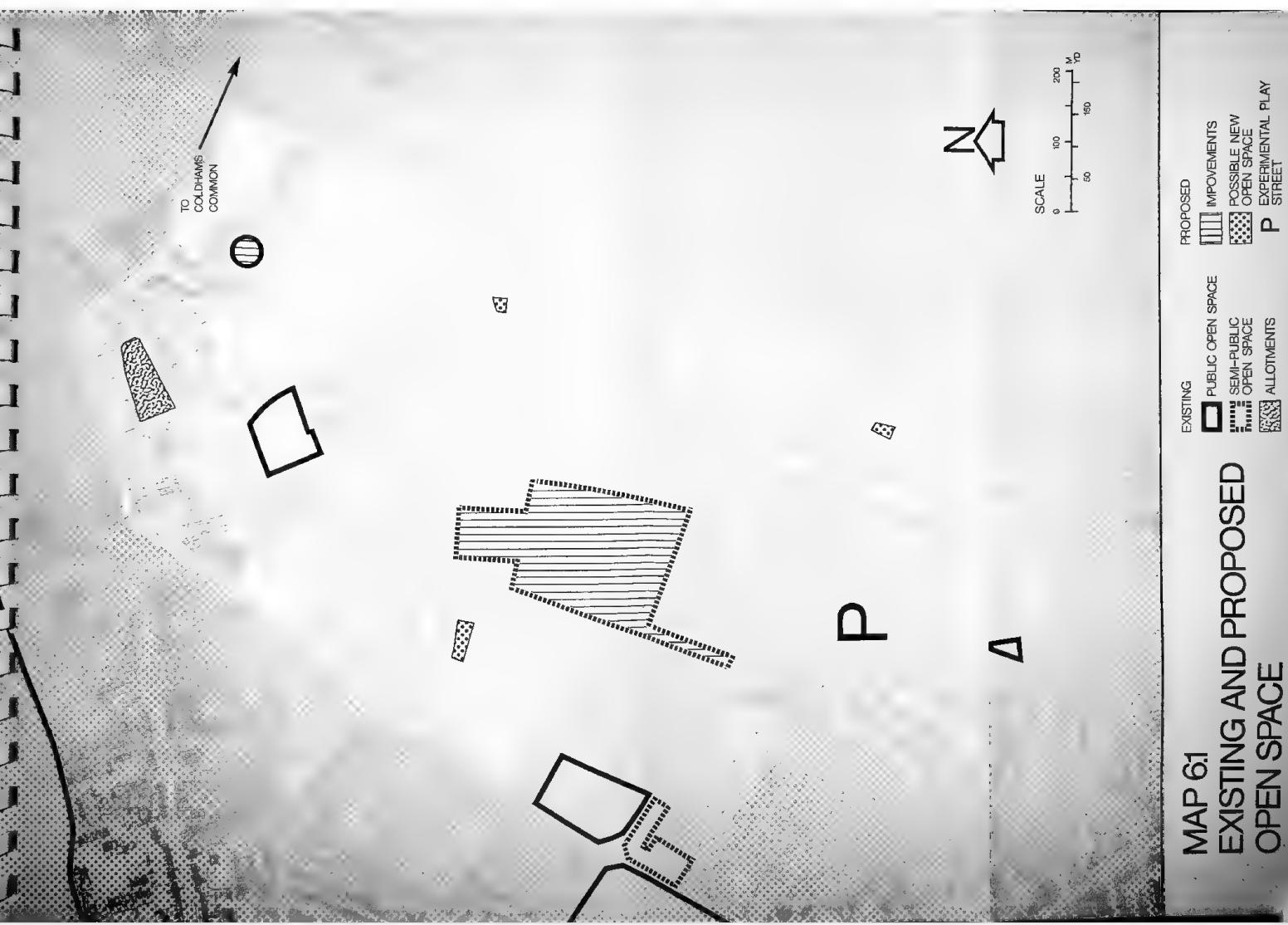
Although it can sometimes be rather bleak and windswept, the Mill Road Cemetery is arguably the most attractive open space in St. Matthew's; it is certainly the largest. As such it is potentially able to provide for at least some of the recreational needs of the area, though there are legal, administrative and religious questions to be dealt with. Its role is an important issue to be resolved jointly by residents, the planning authority, the Parochial Burial Grounds Board and the Chancellor of the Diocese of Ely.

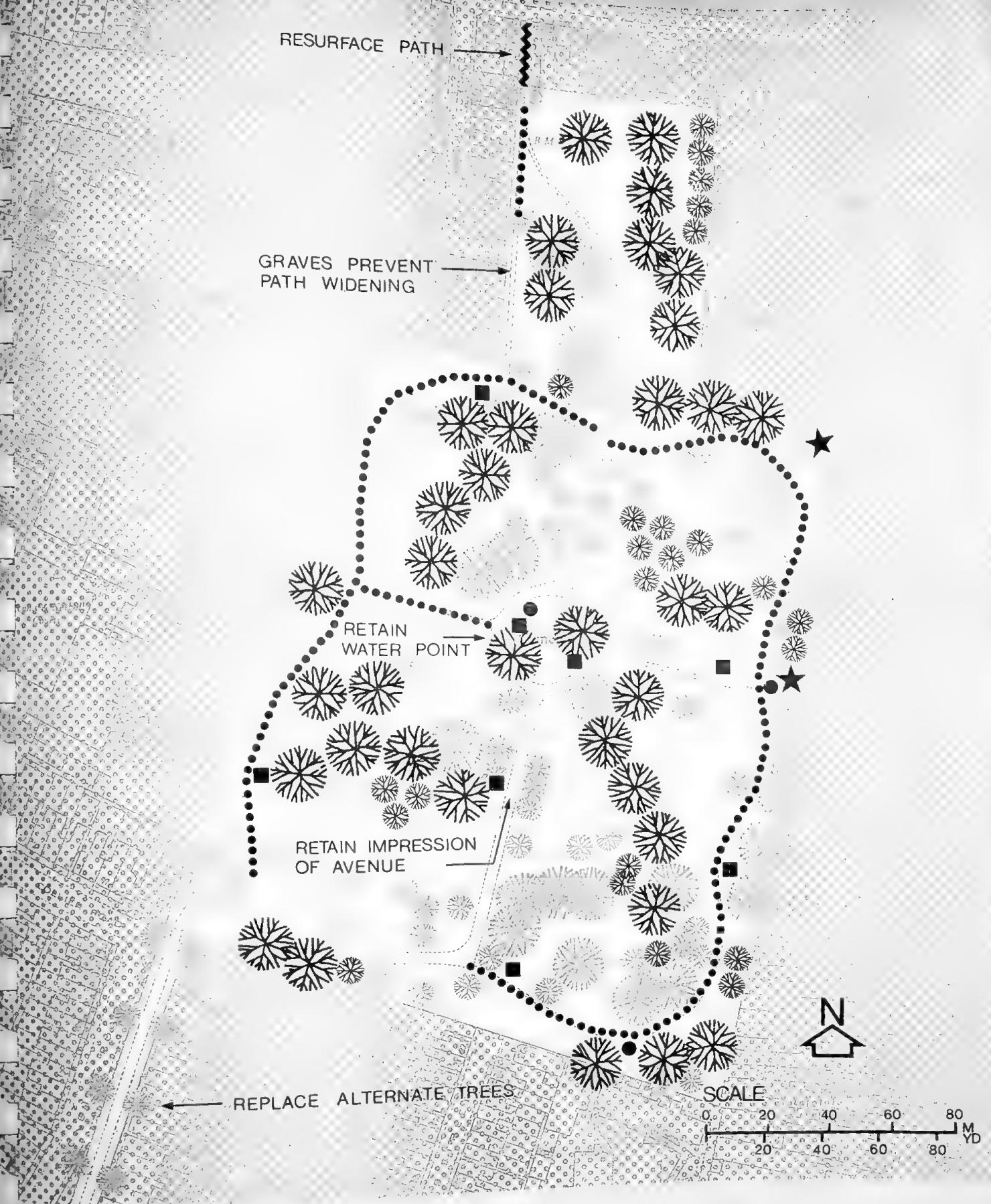
In view of the high proportion of old people living in the area, and the desire to attract more younger families to consolidate the improvement programme, the improvement of open space facilities, both quantitatively and qualitatively, is particularly important.

## Policy Options

The scope for providing fresh open space in the St. Matthew's area is limited (but see below), thus it is important that use of the existing sites be maximised. In the case of all spaces the highest possible standard of maintenance should be aimed at. Certainly all would profit from the control of fouling by dogs. The City Council does have power to make bye-laws in an attempt to regulate the problem, but any bye-laws require to be confirmed by the Home Office. In the recently published Home Office Working Party Report on Dogs, it is made clear that the Home Office is not prepared to confirm bye-laws which make it an offence for dogs to foul parks and public open spaces because it considers such a bye-law to be unreasonable. Nevertheless, it is prepared to confirm bye-laws prohibiting dogs from children's play areas and from other places in a park (as opposed to the whole of the park) where they might cause inconvenience or discomfort to other users of the park. If it becomes possible at some future time to successfully promote general prohibitions upon fouling in parks and open spaces, the City Council will consider taking appropriate action to further regulate the problem. Though it must be said that a solution to the problem lies in the hands of the local community, for it is the dogs of residents themselves that are creating the nuisance.

There are sites where every effort should be made to improve the facilities available. Firstly, the open space in Silverwood Close would benefit from some landscaping and the provision of simple facilities such as seats, some play equipment might also be included. However, the present function of part of this space for parking precludes any treatment at reasonable cost,





## MAP 6.2 MILL ROAD CEMETERY LANDSCAPING PROPOSALS

- EXISTING TREES
- PROPOSED TREES
- EXISTING SHRUBS
- PROPOSED SHRUBS
- EXISTING SEATS
- PROPOSED SEATS
- EXISTING LITTER BINS
- PROPOSED LITTER BINS
- NEW WASTE AND MATERIALS STORE
- .... WIDEN PATHS TO ALLOW PEOPLE TO PASS



and it is unlikely that funds will be available for work within a reasonable time.

Secondly, the Cemetery. Already used fairly extensively for walking and sitting in during the summer, it could be utilised more fully, though there are a number of constraints which dictate the sort of activities which could be encouraged:-

- (a) The use of cemetery land cannot be changed until at least 100 years have elapsed from the date of the last burial, nor may gravestones be levelled within this time without the consent of the interred persons' relatives.
- (b) The Parochial Burial Grounds Board would not be prepared to see any intensive recreational use of the Cemetery at the present time, aside from the condition in (a) above.
- (c) Many local residents have relatives buried in the Cemetery and expect to be laid to rest there themselves. Any form of disturbing recreational use would be widely opposed.
- (d) At the present time the Cemetery is a haven of peace and quiet with its own beauty, qualities which it would be wrong to despoil.

Bearing these points in mind, it is most appropriate that use of the Cemetery as a quiet walking and sitting out area be encouraged. This could be achieved by some additional planting between the graves to break the Cemetery into smaller environmental areas and at the same time provide screening and shelter. The provision of more seats, litter bins and some shelter. The provision of more seats, litter bins and some path widening would also be beneficial. See Map 6.2. As part of the G.I.A. programme some thought should be given to the possibility of providing an access from either Emery Street,

### Gwydir Street or Perowne Street.

The preceding proposals for Silverwood Close and the Cemetery do not represent real additions to the open space stock of St. Matthew's. Any net increase can only be achieved by the use of some of the currently vacant land, or sites in some other use. Of the existing unused land, sites in Flower Street and Mill Road (pending widening of the bridge) might be suitable, as also is the site in Sleaford Street should the proposed sale for residential development not go ahead. The use of vacant land for amenity open space has the advantage of flexibility in that it can be temporary. Thus it would be useful for unused sites with an uncertain future to be grassed as incidental open space, the health centre site at the end of Petworth Street is a case where this has been carried out. In the present financial climate, the acquisition of property to be cleared for open space cannot be recommended. In the event of changed circumstances the deficiency areas identified above should be tackled as soon as possible. Incidental open spaces may also be created during the G.I.A. programme, and if significant road closures are carried out.

In areas of dense urban development the shortage of open space can sometimes be overcome by the designation of play streets. This involves restricting vehicular access to the street for part of the day. However, play streets are not universally accepted. There are both advantages and disadvantages.

It is not at all clear where the balance of the argument lies. But play streets have worked in other towns and there is no inherent reason why the same should not be true of St. Matthew's, given good will on all sides. In view of this uncertainty, it may be appropriate to experiment with a scheme in one street first. Felton Street is suggested. Depending upon the results of this experiment, consideration could be given to play street schemes in Flower and Edward Streets. At any event the disposition of play streets must recognise the constraints imposed by, and the changed conditions for street play likely to be created by, traffic management schemes in the area.

At least part of the finance for the proposals within the St. Matthew's area can come from any funds which might be allocated for external environmental improvements within a G.I.A. The recently created fund for tree planting in Cambridge could also be drawn upon. It is to be hoped that local community action can be stimulated to supplement the work of the Council, as is shown by recent work on St. Matthew's Piece by the CCAT and the Flower Street play site by Friends of St. Matthew's School and Youth Action Cambridge.

With respect to open space outside the St. Matthew's area, access to the three nearby sites can be improved. Pedestrian refuges have been provided along Gonville Place, although an underpass is the only real solution in view of the traffic volume. The problems attendant upon getting to Coldham's Common should be lessened when the eastern relief road is constructed, as traffic flows on Coldham's Lane may be reduced.

The adoption of some of the above measures means that the quantity and quality of open space in St. Matthew's can be improved. In carrying out a programme of improvement, the needs of all sectors of the community must be borne in mind, with particular attention being directed towards the young and the elderly, for whom the provision of conveniently located seats is perhaps the best thing which can be done. However, it must be remembered that any suggestion involving capital expenditure can only be implemented when money for the purpose can be earmarked by the Council. The present financial climate means that this may not be expected in the short term.





## Policies and Implementation

### POLICY 6.1.

That the amount of open space available to the residents of St. Matthew's be increased.

#### Implementation:

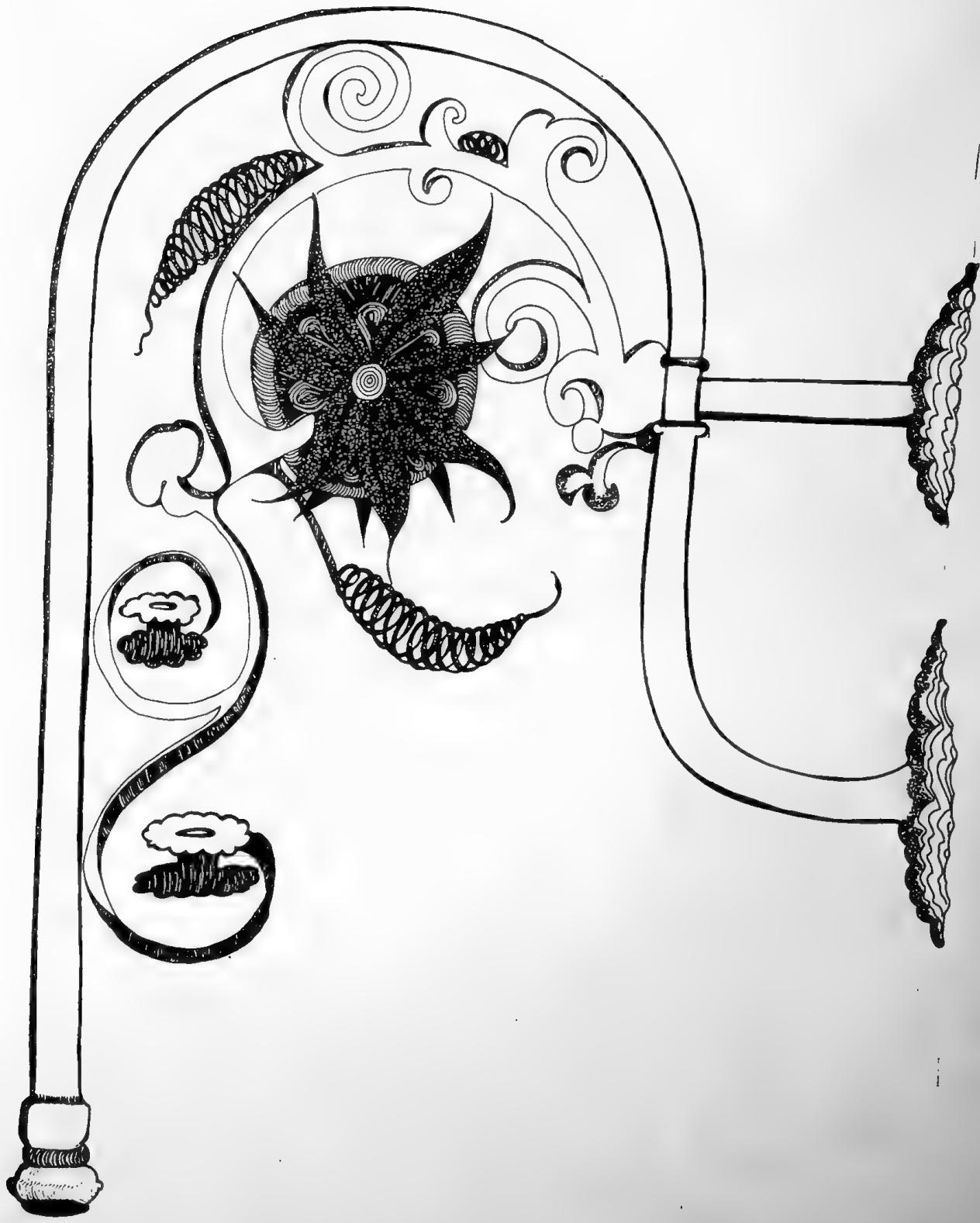
- (a) By the Council owned sites in Ainsworth Street, Flower Street and Mill Road (see Map 6.1) being laid out as open space.
- (b) By developing the use of the Cemetery as a quiet walking and sitting out area.
- (c) By the designation of play streets, if a pilot scheme in Felton Street is successful.
- (d) By the creation of incidental open space during the G.I.A. programme.
- (e) By improving access to the nearby major open spaces.

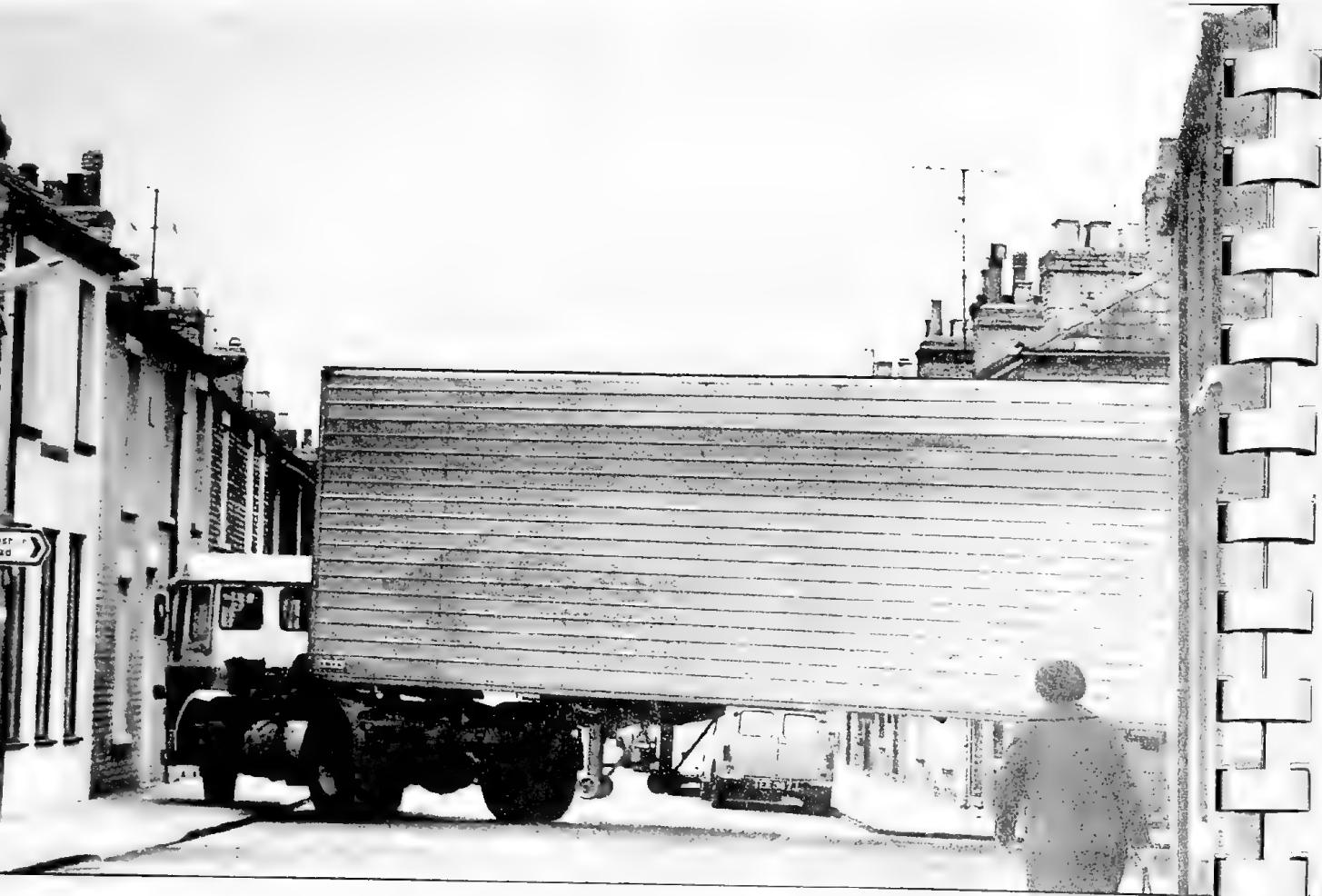
### POLICY 6.2.

That the quality of the existing open space be improved.

#### Implementation:

- (a) By landscaping and the provision of basic facilities on sites in need.
- (b) By considering promoting bye-laws to prohibit dogs from children's play areas and from other places in open spaces where they might cause inconvenience or discomfort to other users of the open space.





# 7 TRAFFIC AND PARKING

St. Matthew's is typical of many mixed use inner city areas in that it has traffic and parking problems. It is an issue about which local residents feel very strongly, as evidenced by the fact that 50% of the comments received at the St. Matthew's Centre related to traffic/parking matters. They indicated that the implementation of measures to ameliorate the problem should have a high priority.

In the interest of convenience, this Section considers traffic and parking separately. But it must, of course, be remembered that the two are intimately related and interact with each other.

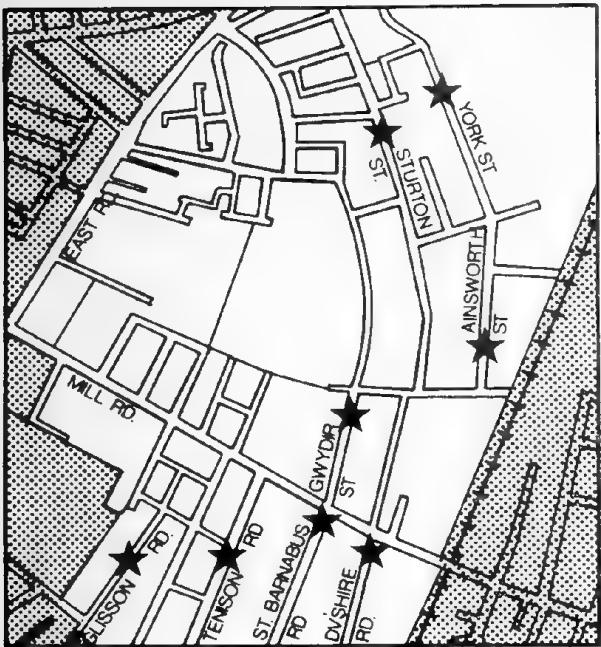
## The Issues - Traffic

The main issue is the volume of traffic, particularly lorries, using the narrow residential streets to the north and south of Mill Road. This is made up of through traffic whose origins and destinations lie outside the area, and traffic generated by local industries, commerce and residents. Table 7.1 gives the average daily traffic flows on the main routes. As a result of these movements, a number of clearly defined problems arise: disturbance by noise; dirt and smell; damage to buildings, paths and roads; congestion, notably where parking is dense and at road junctions; and potential danger.

In the past two attempts (1968, 1973)\* were made to eliminate through traffic from the side streets. Although in both cases through traffic was reduced, the new problems which developed, notably an increase in the traffic load on other residential streets in the area, proved to be so unacceptable to residents that the schemes were abandoned. They illustrate clearly the difficulty of designing measures which do not have some drawbacks, and the antipathy which can be generated when some people

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\*In 1968 Tenison Road was closed and a series of no-entry and one-way regulations were applied to the streets south of Mill Road. In May 1973 part of Gwydir Street was closed and parts of Sturton Street and Sleaford Street were made one-way.



**MAP 7.1 TRAFFIC COUNTING POINTS**

**Table 7.1 Average Daily Traffic Flows on Residential Roads.**

<u>North of Mill Road.</u>	<u>Number of Vehicles.</u>		Change 1973-76(%).
	<u>May 1973</u>	<u>April 1976</u>	
Ainsworth Street.	1,925	1,740	-9.6
Gwydir Street.	5,020	4,080	-18.7
York Street.*	1,110	2,240	+101.8
Sturton Street.	2,310	1,670	-27.7
<u>South of Mill Road.</u>			
<u>Sept. 1973</u>	<u>June 1976</u>		
	2,160	2,220	+2.8
Devonshire Road.	1,250	1,045	-16.4
Glisson Road.	1,110	935	-15.8
Tenison Road.	4,930	4,880	-1.0

\*This count was taken at a point north of the access to the Beehive which is a major traffic generator. The recent realignment of York Street has changed the pattern of traffic flow, taking it through the north end of York Street where there are fewer occupied dwellings, to the benefit of other streets.

benefit at the expense of others. To some extent this has made residents cautious about new proposals to close roads.

Problems also arise for the residents of St. Matthew's from the heavy traffic carried by Mill Road and the major routes which form the northern and western boundaries to the study area. While the impact on residential areas is much less, some of the above mentioned environmental problems do arise and accidents are more frequent.\* The heavy vehicular flows on Gonville Place, East Road, Newmarket Road and Coldham's Lane increase the physical severance from the employment, recreational and shopping opportunities in adjacent areas.

## The Issues – Parking

Parking (mainly of cars, but also other vehicles) is an important issue in that most of it is on-street and gives rise to several problems; increased danger and congestion; shadowing of ground floor windows; detraction from the street scene; difficulty of street cleaning; and inconvenience to residents who are frequently unable to park near their homes. Very broadly the problem is more acute south of Mill Road. Specific points north of Mill Road also suffer, notably at certain road junctions and in the streets between Willis Road and Perowne Street. Throughout St. Matthew's the demand for parking space comes from residents\*\*, commuters, shoppers, visitors, students at the CCAT and delivery vehicles.

In the interests of improving St. Matthew's environmentally, and presenting it as an attractive place in which to live, it is vital that some solution be found to the problems outlined above.

## The Issues – Existing Proposals

There already exist a number of transportation proposals which, if implemented, will affect the traffic situation in St. Matthew's, see Maps 7.2 and 7.3. Some are measures which may be carried through within the area, some outside it.

### (a) Completion of the East Road dualling (6-15

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\*Mill Road is one of the most dangerous routes in the City for cyclists, and the roundabouts at either end of East Road are two of the most dangerous junctions. Cambridge Cycleways Report, City of Cambridge 1975.

\*\*In 1971 residents owned some 800 cars. In 1975 there were only just over 500 garages in the area.

year programme).

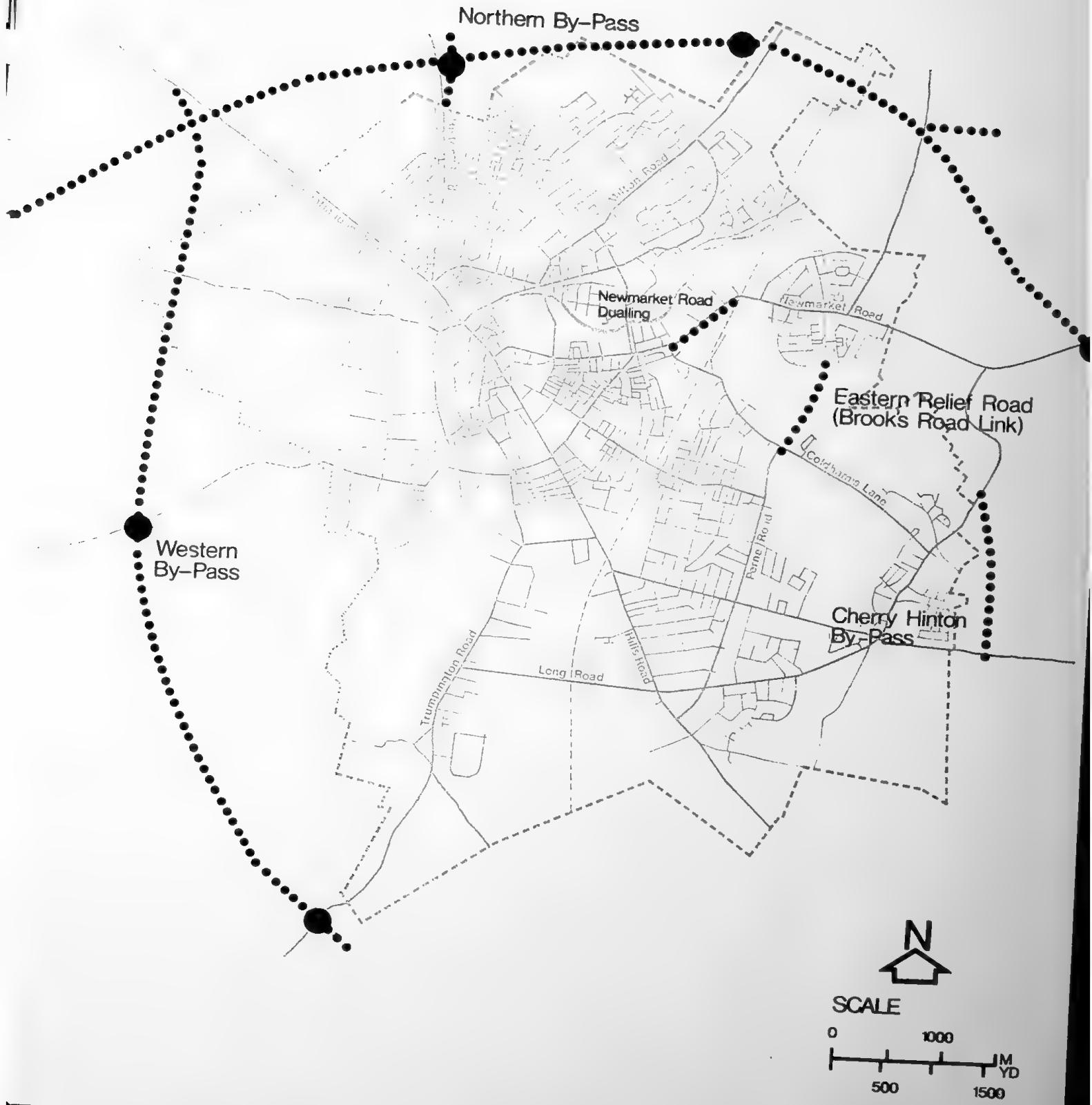
- (b) The dualling of Newmarket Road and improvements to the Coldham's Lane junction (1976/7).
- (c) The control of traffic on Mill Road (long term) and improvements to the roundabout at the western end (medium term).
- (d) Possible improvements to Mill Road bridge in conjunction with electrification of the main railway line.
- (e) The northern and western by-passes (1976 and 1977 starts respectively).
- (f) The Brooks Road link of the eastern relief road (1976/7).
- (g) The adoption of a transport policy which would positively attempt to restrict private motoring in the centre of the City and in particular to reduce the volume of commuter parking in, and close to, the centre (subject of discussion).

Although the way in which these schemes will change the St. Matthew's traffic situation cannot be predicted precisely, it is probable that congestion on the main roads will be eased in the medium-long term. This has implications for the choice and timing of traffic management measures. Not only may a general reduction in congestion make the use of short cuts through the area less attractive, the basic traffic problem thereby being alleviated, it could also mean that certain of the disadvantages attendant upon measures such as road closures will be less significant.

When the public baths are relocated from their present location on the corner of Gwydir Street and Mill Road, it is proposed that the site be used as an extension to the existing car park.

## Policy Options – Local Traffic

All areas have to accept a certain level of local traffic. St. Matthew's is no exception to this, and may indeed have to bear somewhat more than usual, given its mixed use character. If this mixed use is to continue, and it is recommended that it should, then an amelioration of the problem associated with local traffic must rely on control rather than elimination.

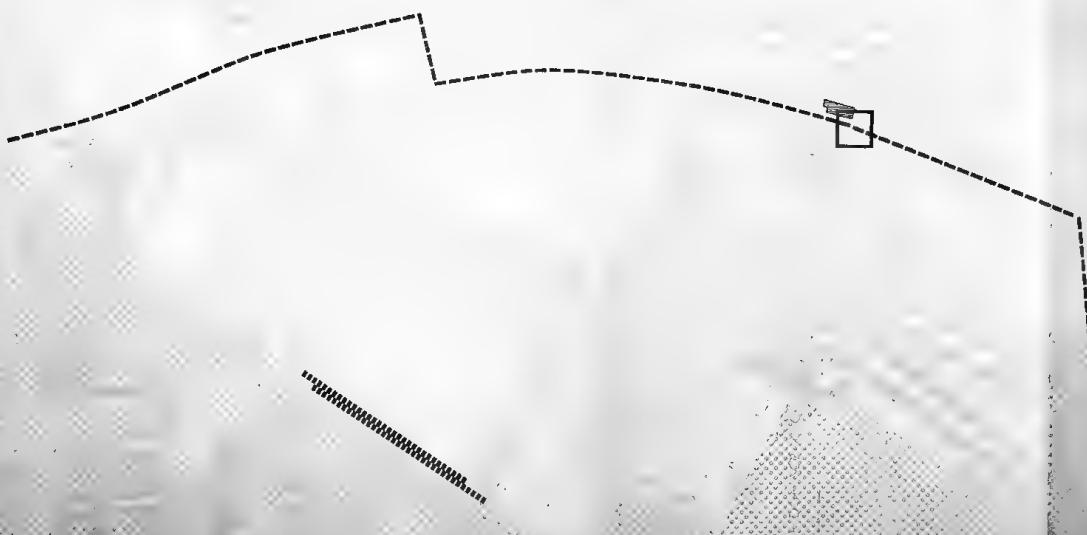


**MAP 7.2**  
**EXISTING CITYWIDE**  
**ROAD PROPOSALS**

**MAP 7.2**  
**EXISTING LOCAL**  
**ROAD PROPOSALS**

- JUNCTION IMPROVEMENT
- ROAD DUALLING
- CYCLE PRIORITY ROUTE
- CYCLE ACCESS ONLY TO
- ST BARNABAS ROAD
- △ BRIDGE IMPROVEMENT
- CAR PARK EXTENSION

SCALE  
0 50 100 150 200 M YD



Greater use of the railway for deliveries to and from the commercial premises in the east of the area has been investigated. While this has attractions from the planning point of view, the firms concerned are not interested because the services offered do not suit their needs. Any steps which would rectify this situation are quite outside the remit of this Plan.

The more drastic measures which might be employed to cope with through traffic are not appropriate for dealing with local traffic. The following are more suitable.

- (a) Voluntary agreement with operators to use better routes, adjust hours of work, and instruct drivers to drive carefully. In the long term it would be desirable to relocate completely some particularly difficult users e.g., the tanker depot in York Terrace.
- (b) In view of Policy 5.3, the granting of planning permissions to establish new industry in the area will be exceptional. When an application is made the City Council should continue its policy of paying close attention to the traffic generation characteristics, the hours of operation, on-site parking and the likely number of employees.
- (c) The adoption of measures which would improve the flow of essential traffic and eliminate danger points. Specifically the control of parking at junctions, e.g., Sturton Street/Sleaford Street, and one-way traffic, e.g., Flower Street, Petworth Street, and Covent Garden between Mill Road and Mill Street, Map 7.4. In the longer term, probably during the G.I.A. programme, it would be desirable to close Flower Street to through traffic. This measure might also be adopted in Petworth Street if the necessity arises.

These measures must be seen within the context of the overall transport plan for the City, the measures outlined below and the recommended policy for industry in St. Matthew's. Their contribution towards solving some of the problems associated with through traffic must also be borne in mind.

## Policy Options – Through Traffic

In the course of the consultation undertaken during the preparation of this plan, nine basic ways of removing or reducing traffic and/or making the area safer have been discussed:-

- (a) closure of the through routes;
- (b) the creation of inconveniently tortuous, yet safe, through routes;
- (c) the use of sleeping policemen;
- (d) the construction of artificial bottle-necks which will only allow one car through at a time;
- (e) the concentration of traffic on to one route;
- (f) the imposition of a weight restriction on all roads in the area;
- (g) the making of a one-way system;
- (h) impose access only restrictions;
- (i) impose speed restrictions.

The degree to which these measures would be effective in relieving the through traffic problem varies considerably from one to another. However, there are considerations other than the direct effect on through traffic to be taken into account: the legality of the measure; the likely inconveniences to residents and other interested parties; the expressed preferences of residents\*; the physical possibility of imple-

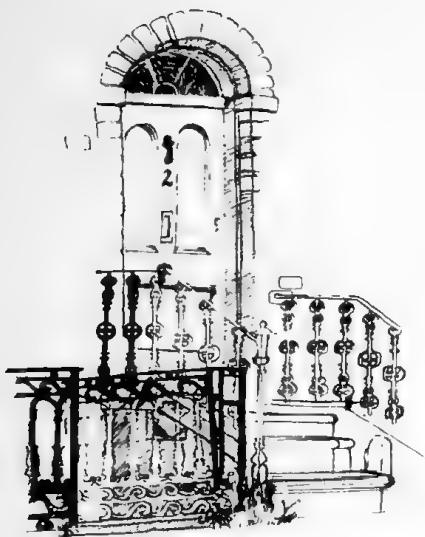
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\*A scheme to close parts of Hooper Street and Gwydir Street, which was put to the residents via the Newsletter, stimulated a poor and ambiguous response. However, at the public meetings held to discuss the Draft District Plan the idea received a considerable body of support. Although a group of residents have recently suggested a scheme for the closing of Tenison Road to through traffic, closure of the routes south of Mill Road was received unfavourably when tried before (1968), and recent consultations have indicated that any attempt to concentrate traffic on to the existing dominant route (Tenison Road) would be vigorously opposed.

menting measures on the ground; the impact on the trade of local shops; the possibility of new danger points being created; the likely increase in congestion on alternative routes; whether or not major difficulties would be created for emergency services; the equality of the distribution of benefits and disadvantages; the need to keep open certain through routes; and enforceability. All of this must be viewed in the context of the measures outlined above, and the recommended industrial/commercial policy for St. Matthew's.

Bearing these factors in mind, and weighing the advantages and disadvantages, it is considered that the following measures are the most appropriate for the District Plan to put forward.

- (a) Although the recommended policies for local industry and local traffic, together with the City-wide transportation proposals, will have some effect on the through traffic problem, the impact is unlikely to be sufficient, or immediate enough, to bring about the sort of improvement desired. The only real solution is elimination from the area of through traffic by closing off parts of Gwydir Street and Hooper Street, see Map 7.4. Such a step would clearly have far reaching consequences and local residents and traders have already expressed both strong support and opposition. However, only a minority of the people most directly concerned have expressed their views. Thus it is suggested that the road closures should go ahead on an experimental basis, if detailed consultations with residents do not reveal a substantial weight of opinion against the scheme.
- (b) Similar considerations to those in (a) also apply to the area south of Mill Road. However, given the views expressed by residents and the need to keep open a route to the railway station at the present time, the existing spreading of traffic should be retained.
- (c) There should be some restriction of Mill Road as a through route when other City-wide policies have been implemented. Any improvement in conditions on the northern and western peripheral routes must depend upon the completion of the by-passes and the eastern relief road.



## Policy Options – Pedestrians & Cyclists

At the present time the main needs of cyclists and pedestrians are safety on the busiest roads, and better access to adjacent areas across the peripheral roads. Provisions for cyclists are dealt with in detail in the Cambridge Cycleways Report, and some advantage should accrue from the control measures suggested above. In addition both cyclists and pedestrians would benefit from a direct footpath between Devonshire Road and the railway station. An investigation into the feasibility of this should be carried out when funds are available. Pedestrians would be assisted by further improving crossing facilities along those routes carrying the heaviest traffic flows.

## Policy Options – Parking

Parking policies for St. Matthew's must be able to cope with the needs of both residents and non-residents. The City Council's transport policy aims to deal with commuter parking in part by an extension of parking controls. The St. Matthew's area will be no exception to this, particularly to the south of Mill Road and the streets running immediately north. A range of suggested restrictions have been put forward for discussion by residents, see Map 7.4. Of these proposals the switching of the restriction from the west to east sides of Tenison Road could be dropped if there are serious objections at the implementation stage. Such an extensive restriction on parking poses the serious problem of how the needs of residents, visitors and shoppers are to be met and argues for the

introduction of any controls to be in two phases. Firstly, those which can be implemented immediately without causing more problems than they solve. Into this category come the suggestions for Devonshire Road, St. Barnabas Road and Felton Street. Secondly, those measures which can be implemented as part of the wider transport policy, together with the provision of parking facilities for residents and meters for shoppers. In the northern part of the area the need is for parking controls at junctions, see above. Unilateral parking on all streets would be beneficial in helping to ease congestion. Ideally this should be adopted by residents voluntarily, but the use of statutory controls should be kept as a reserve power. In the event of parts of Gwydir Street and Hooper Street being closed to through traffic, the existing waiting restrictions on one side of Gwydir Street between Mill Road and Hooper Street could be removed.

There is a need for the existing parking restrictions, particularly on Mill Road and Covent Garden, to be more rigorously enforced, especially as regards unloading from delivery vehicles at peak hours. Unfortunately, with the limited resources available to the police and the prospect of a few years of further restraint, the problem is unlikely to diminish in the short to medium term.

However, these suggestions beg the question with respect to the existing needs of the residents, which could be intensified in the event of an extension to the existing parking restriction. Parking space can be provided in a number of ways:-

- (a) by residents' parking schemes, in which sections of streets are designated for use by residents only;
- (b) in the form of parking areas and garage blocks;
- (c) by making space within the curtilage of residential property;
- (d) in nearby car parks e.g., Queen Anne Terrace.

The evaluation of these alternatives has had to take account of a wide number of factors; the number of spaces which can be provided; the cost of implementation and operation; the environmental impact; feasibility; and flexibility in implementation and operation. On balance it is considered that some form of residents' parking scheme is to be preferred, although at the present time it would suffer from a high cost of operation due to the level of enforcement required if widely

used throughout the area.\* However, special conditions have allowed a low cost scheme to be implemented in the Guest Road area. The lessons learned may be helpful in devising a scheme suitable for use throughout the City. It is recommended that residents' parking schemes eventually cover all of the streets near Mill Road where the problems are most severe. This should constitute part of the wider transport policy for Cambridge, in which case the cost of operation to the residents may be reduced by financial support from the County Council. However, in the present financial climate it would be wrong for residents to expect a quick and cheap solution to their parking problems.

It is suggested that land in Flower Street be used to create some parking space for nearby residents. Parking by CCAT students on land in Broad Street shculd be rationalised pending use of the site by the St. Matthew's Primary School. No further consideration should be given to the provision of a public car park in the Covent Garden area.



## Policies and Implementation

Any traffic and parking policies for St. Matthew's must respect the way in which the area works, balance competing interests, and ensure that in total terms there is a net gain to the community. The policies must also conform with the Council's traffic and parking policies. It is with this in mind that the following are recommended:-

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\*Report on Parking Facilities for Residents, City of Cambridge 1975.

POLICY 7.1.

That through traffic be kept out of the area wherever possible.

Implementation: (a) By implementing the overall road plan for Cambridge.

(b) By the closure of parts of Gwydir Street and Hooper Street if there are no substantial objections from residents.

(c) By restrictions on the use of Mill Road in the long term if implementation of the Cambridge road plan, and completion of the Northern and Western by-passes, does not reduce the volume of traffic using the road to acceptable levels.

POLICY 7.2.

That the traffic problems associated with local industry be minimised insofar as it is possible.

Implementation: (a) By the relocation of certain businesses when conditions allow.

(b) By the successful implementation of the policy recommendation with respect to industry and commerce in St. Matthew's.

(c) By the control of parking near to road junctions.

(d) By agreement between the City Council and local businesses.

POLICY 7.3.

That steps be taken to increase the safety of pedestrians and cyclists in, and on routes peripheral to, the St. Matthew's area.

Implementation: (a) By implementing the recommendations of the Cycleways Report relating to the St. Matthew's area.

(b) By the provision of improved pedestrian crossing points on the main traffic routes around the area.

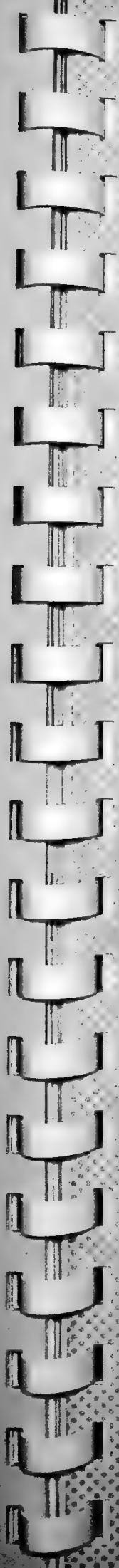
(c) By the provision of a footpath direct to the railway station from Devonshire Road if feasibility studies indicate that it is possible.

- (d) By the successful implementation of policies 7.1 and 7.2 above.

POLICY 7.4.

That car parking in the area be regulated in the interests of residents and the safety of all road users.

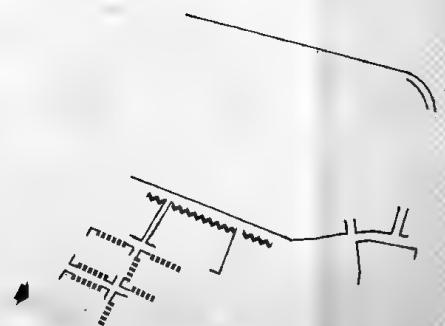
- Implementation:
- (a) By the implementation of selective controls aimed at controlling parking by commuters and all parking adjacent to road junctions.
  - (b) By establishing further residents' parking schemes in the area if practicable.
  - (c) By the control of parking by CCAT students on land off Broad Street.

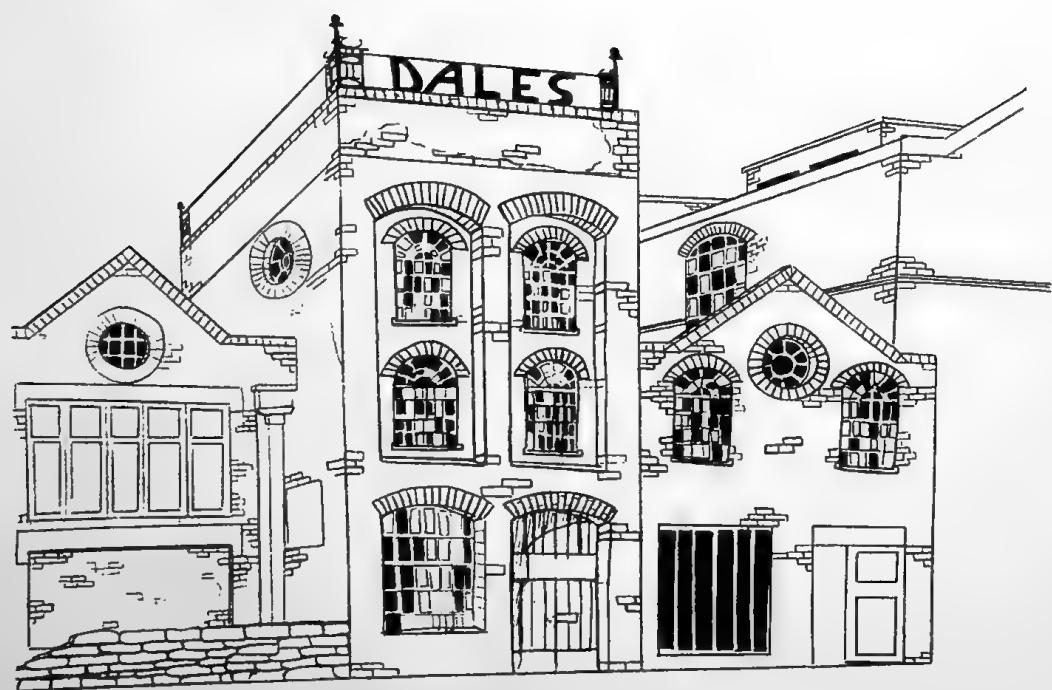


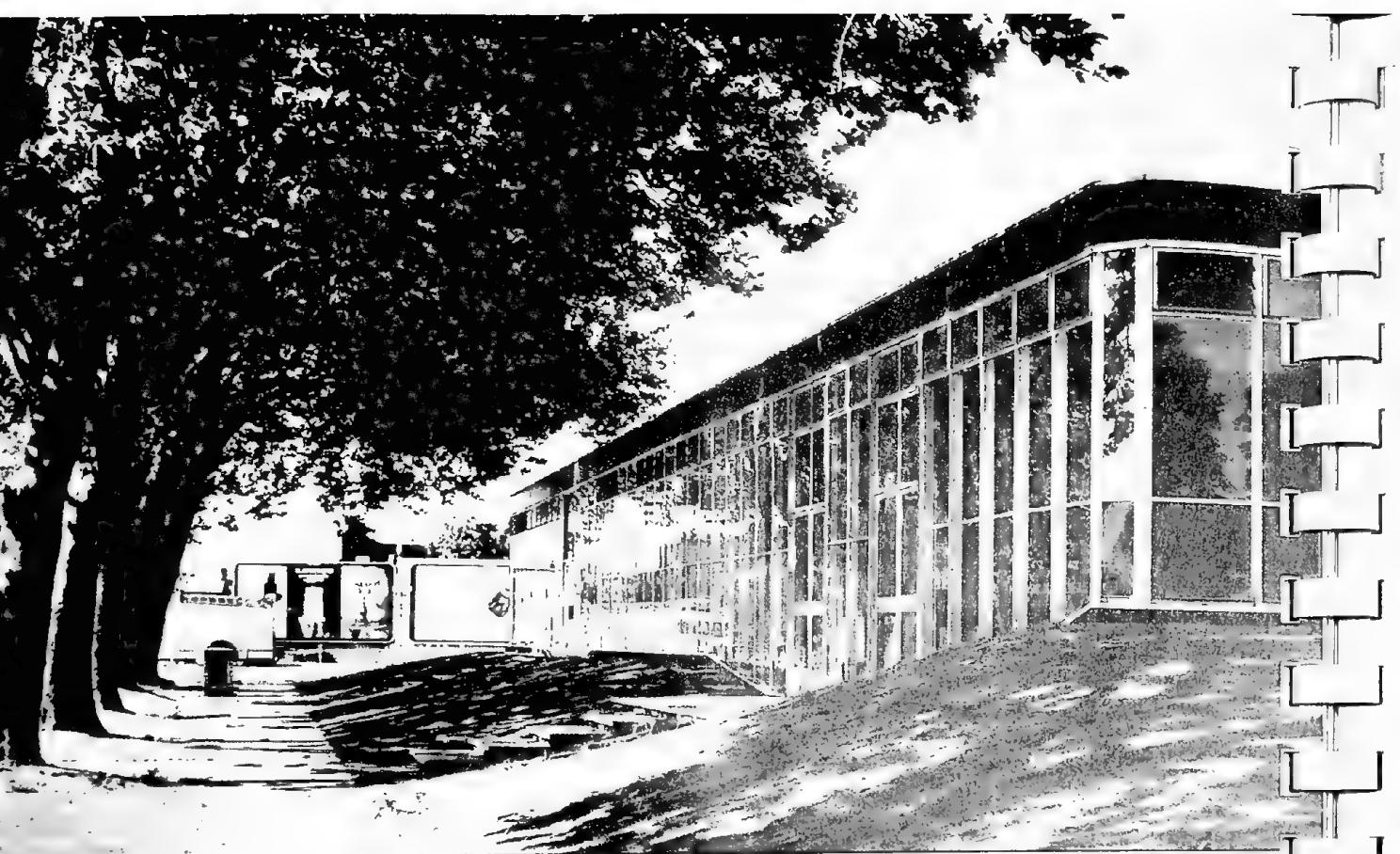
## MAP 7.4 TRAFFIC MANAGEMENT PROPOSALS

- POSSIBLE ROAD CLOSURES
- ↔ ONE-WAY STREETS
- REMOVE PARKING RESTRICTION
- 12 HOUR PARKING RESTRICTION
- 24 HOUR PARKING RESTRICTION

SCALE  
0 50 100 150 200 YD







# 8 COMMUNITY FACILITIES

## The Issues

"Community facilities" encompasses a wide range of provision, from medical care to entertainment. This Plan deals more specifically with the area of social provision in that the facilities discussed are designed to meet priority needs, and help certain groups. Because the concept of social provision is so broad and cuts across the work of so many different agencies, private, voluntary and statutory, identified areas of need are dealt with rather than the whole range of possible facilities.

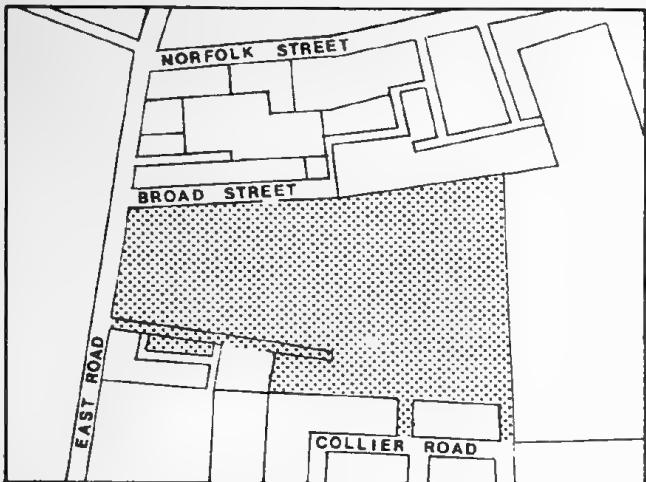
In 1972 a report\* identified the need for a health centre, community centre and play groups in St. Matthew's. This position has not changed. To play groups might be added nursery schools and creches at places of work and the CCAT. The demand for such facilities designed for the very young is likely to grow with the expected movement of more young families into the area. Demographic changes of this sort will further intensify the need for facilities aimed more generally at the 0-16 age group which consultations have identified as being under-provided for. There is also evidence to suggest that people at the top end of the age range are also disadvantaged. As is so often the case, it is the less mobile, less well off sections of the community which suffer from a lack of facilities within an area.

However, there are indications that some of the existing community facilities are under-used. The Howard Mallett Club is not open at the weekends nor during the school holidays, it also offers a limited service to the under sixteens. The Cherry Trees Club and other operations dealing with old people are not open at weekends or in the evening. Thus the service provided is sporadic and in the case of young people, not

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\*Social Provision in Cambridge, City of Cambridge 1972.

20. The Howard Mallet Club.
21. Shopping on Mill Road.



### MAP 8.1 THE CCAT SITE

provided when the need is most acute. However, it must be said that the Cherry Trees Club would welcome more members and greater use, but has not been completely successful in getting through to elderly residents.

In addition to the nursery education referred to above, there are certain other educational uses. Although the CCAT has an important local role in formal education and various extra-mural activities, it does raise a number of problems such as student accommodation (Section 4), parking (Section 7) and the land needs for physical expansion. At the present time the planned growth involves the site shown on Map 8.1. However, recent years have seen a gradual expansion into premises outside these boundaries, and there are indications that in the long term the CCAT may seek to grow by taking over adjoining property. This is a matter of concern.

The York Street and Young Street Further Education Centres are eventually to be relocated to the new Sixth Form College off Long Road. But the timing is uncertain. The future of the two sites and the land they occupy around the Howard Mallett Club needs, however, to be given some consideration. In the case of St. Matthew's Primary School, the future size of the school and the availability of play space are the most pressing issues.

## Policy Options

The provision of community facilities is dealt with by a number of agencies, most of which lie outside the control of the City

Council. As such the District Plan cannot contain policies covering every aspect of this field, rather it should provide a framework for corporate action aimed at meeting the identified needs. Each of the above mentioned facilities may be considered in turn.

Health Centre: The Area Health Authority have tentative plans for a Centre in the area and a suitable site has been allocated off St. Matthew's Street. The actual date of building is uncertain, and must remain so until the Authority finalises its area plans for the provision of health centres, but a time horizon of ten years is currently being talked about. The District Plan exercise has found no reason to suggest that the centre is not needed, nor that a better site is available.

Community Centre: This is required to meet some of the needs identified above, particularly the extended service for the young and elderly. It should also provide good modern club-rooms, facilities for a community association, space where dances and other social functions can be held, and generally act as a focus for community activity. If this desirable facility is to be provided, consideration must be given to the availability of site and finance, access, the surrounding environment, flexibility and adjoining facilities. These factors point very much towards the Howard Mallett Club which could provide the focus for an expansion over a period of time. Subject to the needs of the CCAT and the United Reformed Church (the free-holders of the York Street site) the two further education centres could also be used. (Certainly the land around the Howard Mallett Club currently occupied by FEC temporary classrooms should revert to Club use). The first stage of this expanded role might be an extension of use at weekends and during school holidays. In the longer term the Centre could develop on what may be termed a "federal" basis with other facilities such as the Cherry Trees Club, St. Matthew's School and the Health Centre providing specialised associated services. If it is prepared to adopt the role, the Howard Mallett Club could act as a focus around which to organise and co-ordinate a broad range of community services. There is some evidence to suggest that there is a need for greater publicity of the facilities available. The formation of a residents' or community association could well be the key to success in promoting the community centre. It is very much to be hoped that a community association could grow out of the G.I.A public participation exercise, with Council help if there is a desire for it.

Play Groups, Nursery Education etc: Any expansion of nursery education available to the residents of St. Matthew's must await

the building of the new St. Paul's School in Russell Street\*. This is not yet in the schools' building programme, but the need for the project is recognised by the County Council. Other facilities for young children such as creches, after school care and holiday groups could be set up, the schools and halls in the area provide adequate, though not always ideal, physical accommodation. However, the impetus for this must come from within the community (residents, employers, traders, etc) and the relevant statutory agencies, (education and social services authorities). The level of provision is very much dependent on the availability of finance for which there are many competing claims in the County.

Education: In view of the problems associated with the CCAT, the growth of its activities must be watched very carefully. In the event of the college seeking to expand into premises adjacent to, but outside, the existing site, the City Council should, through consultation with the County Council, attempt to prevent such a move. Pending completion of its development programme, the CCAT might reasonably be expected to improve its East Road frontage, possibly by some simple landscaping. When the Further Education Centre moves, attention should be directed towards the needs of the CCAT, the Brunswick Nursery School and the Howard Mallett Club/Community Centre. In view of the shortage of land available for community purposes, it is not desirable that these sites should be diverted to some other use.

The St. Matthew's Primary School has both the staff and buildings to deal with the likely growth in pupil numbers. Any attempt to provide more play space must be met by the use of land contiguous with the existing site. Given the requirements of the school, the need to improve the overall environment of the area, the suitability of sites for other development and adjacent roads, expansion should take place on to land at the south and west of the existing site.

In order to improve and rationalise access to the School, particularly when the dualling of East Road is completed, consideration should be given to the provision of a new motor and pedestrian entrance from Norfolk Street through the vacant site of numbers 19-35. However, this must depend upon the willingness of the education authority to meet the financial burden of the works involved.

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\*This school actually lies outside the plan area.

The philosophy adopted here is one of recognising major shortcomings and seeking solutions within the existing framework of physical assets and statutory and voluntary agencies, plus the mobilisation of community action. The General Improvement Area public participation framework should help to identify other and more specific needs, and initiate community activity. What is envisaged is a system of facilities covering the area, each unit meeting general or specific demands and focussing on the Howard Mallett Club. As with so many aspects of this Plan, the provision of adequate facilities is important in upgrading St. Matthew's and encouraging overall improvement. Direct community action also helps to generate pride in the area.



## Policies and Implementation

### POLICY 8.1.

That a "federated" system of community facilities be established focusing on the Howard Mallett Club as a community centre.

- Implementation:
- (a) By encouraging the Howard Mallett Club to accept its local role and to expand its activities accordingly, and make its facilities available to other community groups in need of a base for their activities.
  - (b) By encouraging the use of the Young Street premises when the Further Education Centre use ceases.
  - (c) By the greater use of existing facilities, particularly schools, for activities throughout the year, and publicity as to the services available.

POLICY 8.2.

That the participation of all residents and groups of the area in community activity be encouraged.

Implementation:

- (a) By encouraging the establishment and activities of a community association as part of the proposed G.I.A. programme.
- (b) By encouraging voluntary organisations based in the area to publicise their activities in the area and adopt a corporate approach towards the resolution of the issues.

POLICY 8.3.

That a health centre be established on the St. Matthew's Street site.

Implementation:

- (a) By action by the Area Health Authority.

POLICY 8.4.

That school facilities, particularly for the nursery age group, be expanded when financial considerations allow.

Implementation:

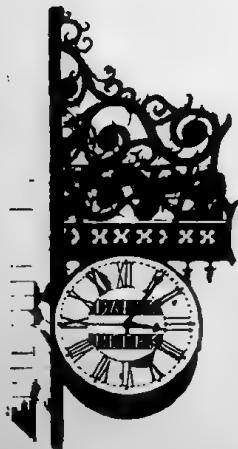
- (a) By the St. Matthew's School site being expanded to take in the land indicated on the Proposals Map (sites 14 and 16).
- (b) By early action by the Education Authority to replace the existing St. Paul's School.

POLICY 8.5.

That the expansion of the Cambridgeshire College of Arts and Technology outside its existing site (Map 8.1) should be controlled.

Implementation:

- (a) By consultation with the County Council.



# 9 SHOPPING

## The Issues

Contact with residents has indicated that Mill Road and Fitzroy Street/Burleigh Street are the two most widely used shopping centres for residents of St. Matthew's. The City Centre, the Beehive and Norfolk Street also play an important role. There is overall a considerable dependence on local shopping. However, the existing provision is under pressure from a number of directions.

- (a) On Mill Road there is some pressure to change the use of existing shops and associated residential premises to restaurants and offices. Changes of use to offices have generally been resisted, but of the 9 restaurants/hot food shops existing 6 were set up at a time when planning permission was not required, though frequently applied for, see Table 9.1 below. Although the numbers involved represent only a small proportion of the total, they indicate the need to decide upon an appropriate policy.

Table 9.1. Applications for Change of Use of Shops and Residences since 1970.

<u>Proposed Change.</u>	<u>No. of Applications.</u>	<u>No.</u> <u>Approved.</u>
Shop to Restaurant.	6	5
Shop to Office.	5	3
Residential to Office.	5	1

- (b) Mill Road is one of the main routes leading to the City Centre and as such it carries a heavy load of traffic. This creates conditions which seriously degrade the shopping environment. Particular problems arise when peak hour flows coincide with the parking of delivery vehicles on the road.

(c) Over a number of years now, there has been a decline nationally in the number of small traders and corner shops. This represents the loss of a valuable part of the community, and St. Matthew's is no exception to this national trend. People living in the centre and east of the area are particularly affected by this, being somewhat remote from the main centres.

There is in addition, uncertainty over the future of the shopping function of Fitzroy/Burleigh Street.

All of these factors are of importance and cause some concern, particularly in view of the fact that the area has a relatively high population of elderly and carless households\*.

St. Matthew's is currently very well provided for in terms of shops and this is one of its attractions as a place in which to live. If the area is to remain attractive, with the encouragement to house improvement which that applies, then policies aimed at retaining the levels of, and if possible enhancing, shopping provision must be adopted.

## Policy Options

Insofar as the provision of shopping facilities is concerned, there is a relatively limited role that the City Council can play. Certainly the Council is unlikely to get directly involved in providing shops. This is likely to remain, as it has been in the past, largely at the mercy of market forces. Planning policy must generally aim at the creation of the right shopping environment through the use of the development control powers available to the planning authority.

Despite this limited power, it is essential that the District Plan provides a policy framework for the future of shopping in St. Matthew's. In view of the overall structure and character of the area there is no argument for a major increase of conventional shopping floorspace, although the extension of individual premises by a modest amount should be allowed in the right circumstances. Any application to expand the Co-Op's Beehive operation in York Street must be treated on its merits, particular attention being paid to the question of traffic generation.

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\*67% of households were without a car in 1971, compared with 49% for the City as a whole.

While generally a major growth in floorspace in St. Matthew's is not needed, further erosion through changes of use of the existing stock along Mill Road would also be undesirable.\* Although restaurants and hot food shops contribute to the local service base and add to the character of the street, their impact on the amenity of the area through the problems of traffic, litter and smell is of great concern, not least to residents. Offices detract from the essence of a shopping centre and can cause parking problems throughout the area. Both types of activity have now reached the stage where no further changes should be allowed, except in the most exceptional circumstances, and the existing development control policy should be tightened up accordingly. The need to control the erosion of Mill Road's shopping function will be particularly strong should there be any major decline in the number of small grocers, greengrocers and specialist shops available in the Fitzroy/Burleigh area if significant redevelopment occurs.

Although Mill Road must continue to provide the main shopping focus for St. Matthew's, the need for neighbourhood shops which are a social asset should be borne in mind. Occasional problems of loss of amenity for adjoining residents can arise, but they are usually outweighed by the benefits of convenience and the contribution to the life of the area. If needed such shops could be allowed on existing vacant sites and by the re-development/conversion of property in other use. With the exception of the sites of former numbers 19-35, Norfolk Street, there is no currently vacant land where it would be desirable to encourage shopping development given the locations available and the competing demands. In the case of the Norfolk Street site, a mixed shopping/housing development might be in order as part of a policy aimed at the consolidation of the mixed shopping/residential character of the area and the elimination of outstanding temporary planning consents. The financial viability of this is not established, however. Whether or not such a scheme goes ahead must depend very much upon the policy adopted towards shopping in the Fitzroy/Burleigh area.

The attitude towards applications to change the use of existing buildings elsewhere in the area must be based upon a consideration of the location and proposed type of shop. In the case

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\*At the present time there are some 70 shops and 9 restaurants/hot food outlets along Mill Road. There is one outstanding planning permission for a change of use to a restaurant.

of the change of use of residential property, the success or otherwise of the application should also depend upon whether or not a total residential unit would be lost. It is not appropriate at the present time for the Council to attempt more actively to promote the provision of neighbourhood shops in the St. Matthew's area. Indeed if local shops are to be promoted because of their social value, then factors which have hastened their decline must be dealt with at a national level.

The traffic problems of the area are dealt with elsewhere. It is important to remember that any traffic control measures must balance the vital need for the shops to remain viable against the advantages to be gained from environmental improvements.



## Policies and Implementation

### POLICY 9.1.

That Mill Road should remain the primary district shopping centre serving St. Matthew's.

- Implementation:
- (a) By use of development control powers to prevent changes to offices, restaurants and take away hot food shops in all but exceptional circumstances.
  - (b) By the successful implementation of the traffic policies aimed at making the road a pleasanter and more convenient place for residents to shop in.
  - (c) By appropriate environmental improvement, as part of the G.I.A. programme, to make the road a pleasanter place for residents to shop in.

POLICY 9.2.

That the neighbourhood shopping function of Norfolk Street be consolidated.

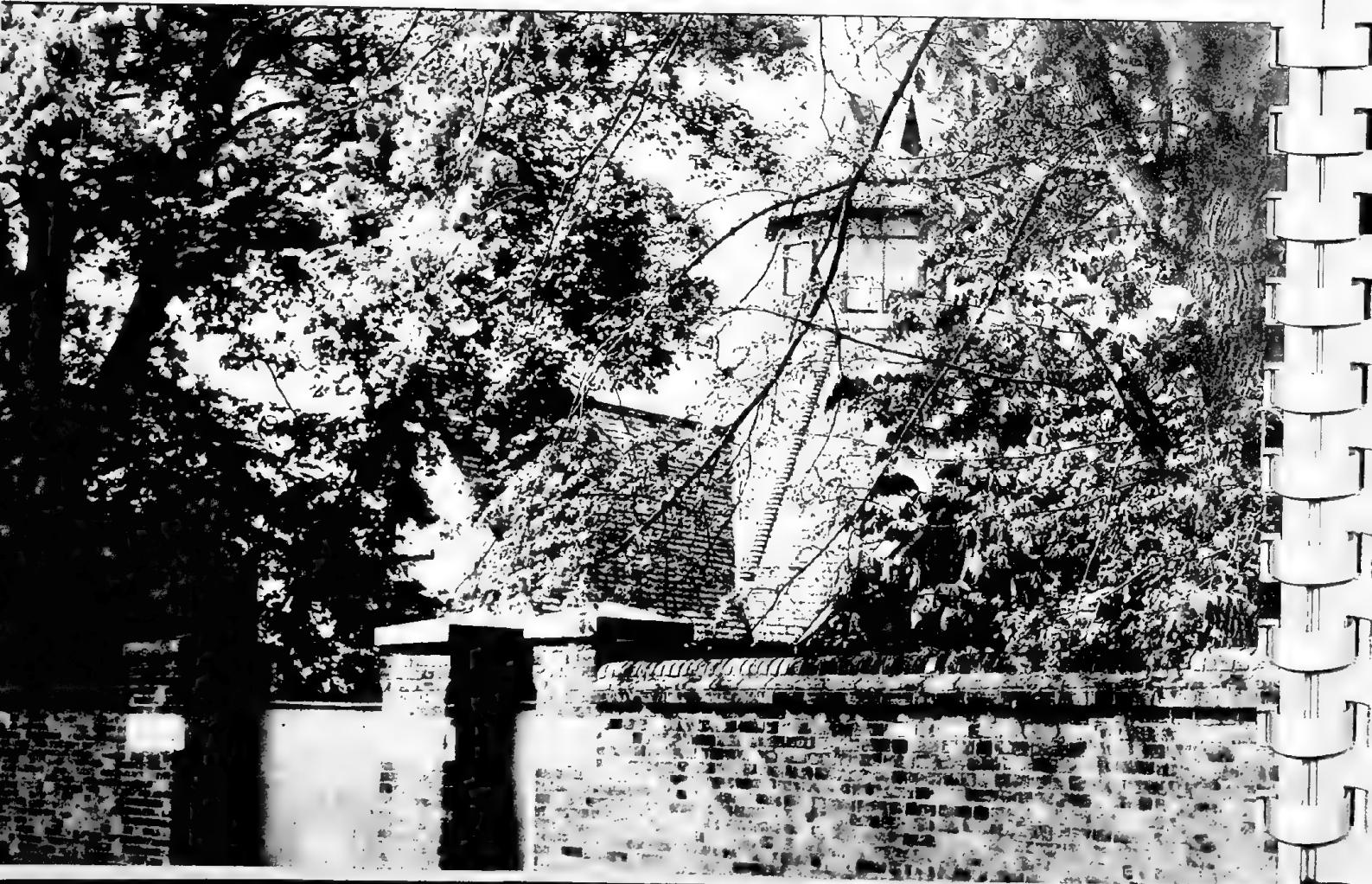
- Implementation:
- (a) By a mixed residential/shopping development on the site of former numbers 19-35, if a need is established and a developer can be found.
  - (b) By overall improvement within the context of the G.I.A.

POLICY 9.3.

That, on an experimental basis, changes of use to provide single shops in existing buildings be received favourably, depending upon the location, the exact nature of the proposal and the retention of residential accommodation.

- Implementation:
- (a) By use of the development control powers.





# 10 CONSERVATION AND ENVIRONMENT

## The Issues

If encouragement is to be given to St. Matthew's as a more desirable area in which to live, the quality of the physical environment must receive some consideration, indeed this is implicit in many of the policies already outlined. A number of issues are apparent.

Firstly, the built environment. The general uniformity of materials, straight streets, and limited variation in building and roof lines have tended to produce a townscape which on the surface lacks intimacy, surprise and warmth. This is despite a predominantly domestic scale of building and organic, or piece-meal, growth. Only a few buildings are considered to have sufficient merit to warrant listing as of Architectural or Historic Interest. In view of this, it is very important that those buildings and features which add individuality and character to the townscape should not be lost, either through neglect or redevelopment. Over a number of years a variety of points of interest which helped to give the area an identity have been lost, for example the facade of the Playhouse cinema, Petersfield Lodge, St. Matthew's Girls School, Smart's clock and Dales cup. But a number of important features do remain in the form of: groups of buildings (e.g. Covent Garden, Gwydir Cottages and Rivar Place); individual buildings (e.g. St. Barnabas Church 1869-88, St. Matthew's Church 1866, Zion Baptist Chapel 1877-8, The Beaconsfield Club c.1890's, The Maternity Hospital 1836-8, Dales Brewery, 23, Tenison Road and 25, Willis Road all dating from the last quarter of the 19th century, 90a, Mill Road 1895 and 1-2, Wollaston Road c. 1900-14); and details (e.g., cast iron street name plates, Dales Brewery clock and other decorative ironwork, various carved stonework, shop front 82, Mill Road and the gas lamp on Peter's Field). In the interests of architectural and townscape conservation, it is important that features such as these be retained.

22. 90a, Mill Road.
23. St. Matthew's Church

Secondly, in recent years another problem has arisen i.e., poorly designed rear extensions and insensitive alteration to the street elevations of houses. While the general public may escape the visual consequences of a poorly designed rear extension, the occupants of neighbouring houses do not. The problem with alterations to the street elevation is largely an aesthetic one. Although an infusion of visual variety into the area is to be desired, the frequent loss of decorative details, and the replacement of wooden sash windows with a vertical emphasis by metal or timber framed horizontal casements, represents a regrettable loss of character.

Thirdly, the lack of tree planting in the area. At the present time the only groups of trees of major significance are to be found in and around St. Matthew's Piece, St. Matthew's Vicarage, The Cemetery, Peter's Field, Edinburgh House Hooper Street, the Council Depot, the open space at the junction of Tenison Road and Lyndewode Road and the Parkside Pool. Although in one or two instances, notably St. Barnabas Road and Glisson Road, decorative garden planting adds an attractive softness to the street scene, most streets present a somewhat hard prospect. However, it must be pointed out that, in such a densely developed area, where daylight is at a premium, the space available for planting is somewhat limited.

Fourthly, parts of the area show evidence of neglect and planning blight. The sorts of problems encountered are decaying buildings, vacant and neglected sites, some carriage-ways and footways requiring repair or resurfacing, and litter. St. Matthew's also suffers from a relatively high, for Cambridge, level of atmospheric pollution resulting from the burning of bituminous fuels in domestic grates. Not only are such phenomena unpleasant for some residents, they have also contributed towards downgrading the image of the area within the City.

Fifthly, the problems associated with mixed use, traffic and parking degrade the residential environment. These issues are dealt with in the appropriate sections.

## Policy Options

Although the loss of interesting and attractive buildings is something to be deplored, the City Council has no power to prevent the demolition of a building unless it is listed or lies within a conservation area. Control of the loss of small "architectural" details is even more difficult. There is not at the present time any case for an enlargement of the Conservation Area designation in St. Matthew's, but the

protection offered by listing might well be extended to cover 90a, Mill Road, the Maternity Hospital and 1-2, Wollaston Road. Further study of the interior of Dales Brewery, 23, Tenison Road, 25, Willis Road and the Beaconsfield Club is required before a positive recommendation can be made about them. The listing procedure should also be considered in the event of any of the churches mentioned above going out of ecclesiastical use. Unfortunately no statutory protection can be afforded to any of the townscape details mentioned, except where they are part of a listed building. Possibly if the attention of property owners is brought to these features they can, and will, be persuaded from carrying out works detrimental to the area.

In the case of most existing trees a measure of protection can be given by the making of tree preservation orders, though the fact that many of the specimens of importance are under Council control suggests that such a step is not necessary at present. Of the trees outside Council control a special watch should be kept over those in the St. Matthew's Church Vicarage garden, and the isolated specimens of some townscape importance which are scattered throughout the area.

Similar provisions already deal with that part of the area covered by the Cambridge Townscape report and the conservation area designation. The recommendations therein are still accepted and in view of the time which has elapsed since the study was carried out, it may be necessary to look closely at the need for replacement planting on Petersfield in the near future.

With the exception of the tree planting in Petersfield, policies such as these are essentially negative in their approach to the problem of conservation and the avenues for positive action are limited. It is unlikely that any of the buildings in the area are of sufficient merit to attract historic building grants from either national or local bodies. However, the City Council might, in certain circumstances, make loans available for the repair and maintenance of buildings of particular importance under the Local Authorities (Historic Buildings) Act, 1962. Another possibility arises from the designation of a G.I.A. in St. Matthew's. Within the G.I.A. funds are available for external environmental enhancement, provided that the work is of direct value to the street environment. It might be possible to extend this to include conservation work on buildings and features of architectural and townscape interest of lasting value.

The design problems associated with house improvements are to some extent being tackled through the existing development

control system, but certain matters, such as the replacement of sash windows, cannot easily be dealt with at this level. In view of this, some form of house improvement design guide should be prepared; to promote a general public awareness of the problems and opportunities that improvement creates and to provide positive guidance to those residents actually wishing to carry out work. Such a guide should seek to promote good design principles without stifling individual approaches to house improvement.

Any funds made available for external environmental improvements within the G.I.A. can of course be directed towards schemes designed to upgrade some of those areas in greatest need. In particular they can be used to promote tree planting and other landscaping aimed at providing some relief from the hardness of the urban townscape. Some of the vacant sites would benefit from this type of treatment. Environmental works will also provide an opportunity to exploit the townscape qualities of the area by highlighting the differences in scale of the spaces between buildings, the variety of building types and the variety of architectural detail. In certain circumstances, environmental improvements using G.I.A. funds may be carried out outside the G.I.A. if its residents would benefit thereby. Some of the commercial areas of St. Matthew's may qualify for this treatment. Parts of the area will also benefit by the abandonment of C.D.A.'s 2 and 3, as recommended in Section 4. While action of this sort will no doubt help to overcome many of the problems of neglect, it is to be hoped that a considerable amount of self improvement will occur as a result of the overall policy package which the District Plan represents.

When funds become available the Council should improve the condition of sub-standard carriageways and footways, particularly in the southern section of East Road and Occupation Road. Litter bins should also be provided, notably around the open spaces and in the district shopping centres. This latter work could probably be included in the G.I.A. programme. The problem of smoke polluting the atmosphere can be dealt with through the declaration of a smokeless zone in accordance with the accepted programme for smoke control areas in the City.

Policies aimed at dealing with the problems of mixed use and traffic are outlined elsewhere in this report.



## Policies and Implementation

### POLICY 10.1.

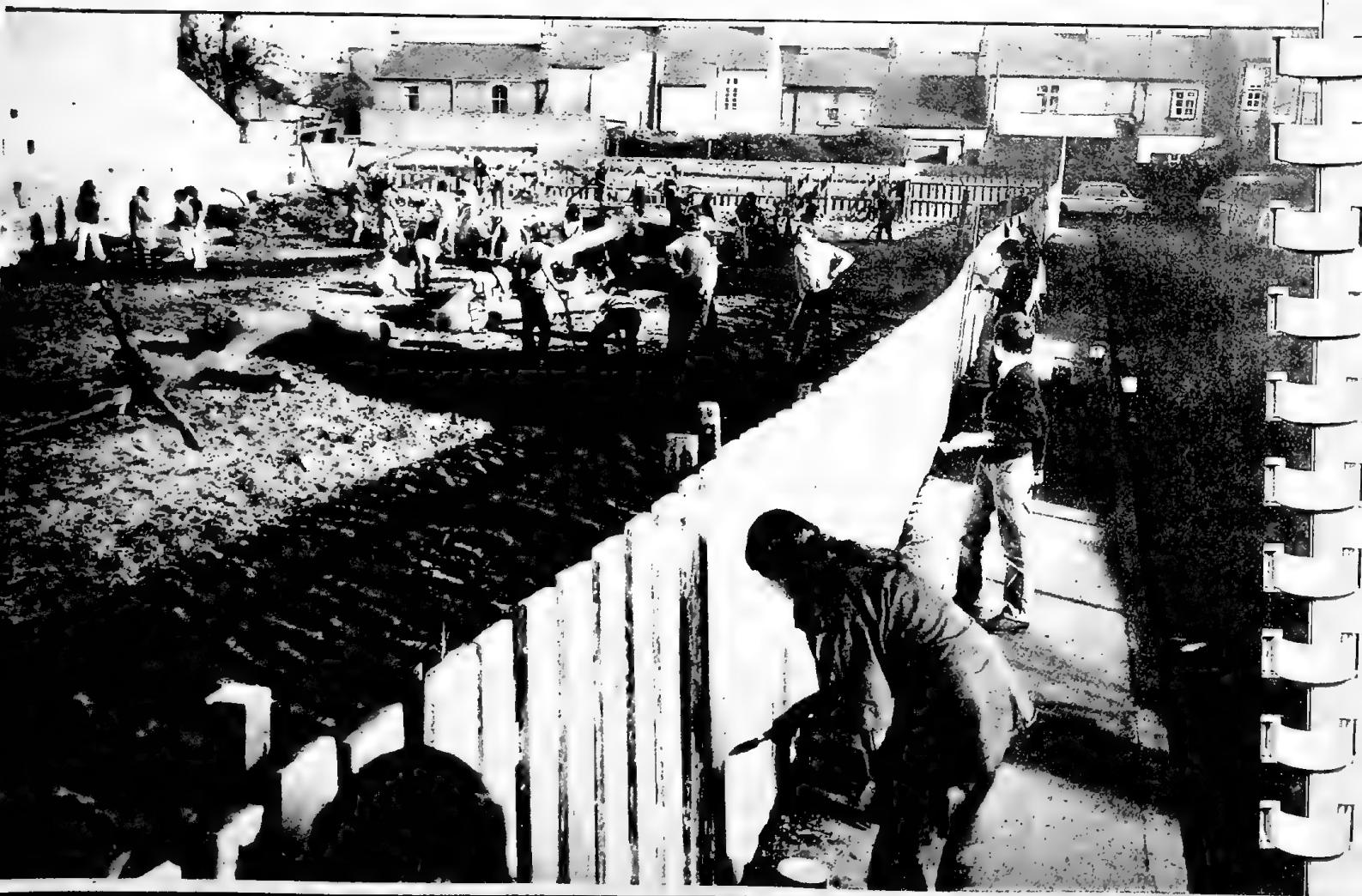
That the important townscape and architectural features of the area should be conserved and, where possible, enhanced.

- Implementation:
- (a) By the listing of important buildings.
  - (b) By the making of tree preservation orders, where appropriate.
  - (c) By the production of a house improvement design guide.
  - (d) By providing positive encouragement to the conservation of important buildings and features, and new tree planting, within the context of the G.I.A. and using the funds available for environmental improvement.

### POLICY 10.2.

That the general ambience of St. Matthew's as an area in which to live should be improved.

- Implementation:
- (a) By the successful implementation of the policies contained in this District Plan.
  - (b) By general area improvements within the context of the G.I.A., but not necessarily restricted to the G.I.A.
  - (c) By the designation of a smokeless zone.
  - (d) By abandoning C.D.A.'s. 2 and 3 and encouraging development.



# 11 IMPLEMENTATION AND FINANCE

## Priorities for Action

A number of factors make it impractical and undesirable to lay down a strict timetable for policy implementation: the current limitations on public expenditure; uncertainty over the future of the economy and public spending; the need to view the priorities within the context of the Council's whole programme; the need for flexibility; the interdependence of certain policies; the existence of certain policies which it is outside the power of the Council to implement directly; and some policies constitute on-going work. Thus any programme of implementation must be couched in terms of indicating broad policy areas to which priority should be given, rather than containing a commitment to specific projects at given dates. Any such commitment may not be met and would only lead to disillusionment amongst the people of St. Matthew's.

In an ideal situation it would be desirable to implement all of the policies today rather than tomorrow. But we do not live in any such place, and the District Plan is designed to guide the future of the area over the next 10-15 years. Some of the policies must be implemented sooner, some later, which is which depends upon the availability of resources, the issues concerned and the priority accorded it by residents and Councillors. These factors indicate that the finance available should be directed towards the implementation of those policies contributing most towards making the area a more pleasant place in which to live. Following discussions with residents, Ward Councillors, various outside bodies and other Council departments, the priorities for implementation are as follows:-

### High Priority.

- (a) The declaration of the G.I.A. Within the programme of work to be carried out, the highest priority should be given to:

24. Youth Action Cambridge Clearing the Flower Street Play Area.
25. Play Equipment on St. Matthew's Piece Designed by C.C.A.T. Students.

- (i) the ascertaining of residents' views on the proposed road closures;
  - (ii) the encouragement of house improvement;
  - (iii) the provision of more open space;
  - (iv) the preparation of design guides.
- (b) The implementation, where practicable, (and subject to the findings of (a) (i) above) of those measures designed to ameliorate the problems associated with through traffic and on-street parking as outlined in Section 7.

Both (a) and (b) are considered to have equally high priority.

Medium Priority.

- (a) The bringing into use of vacant land.
- (b) The introduction of controls over noise, smoke and dogs fouling on play areas.

Medium-Low Priority.\*

- (a) The use, if necessary, of stronger measures to control non-compatible industry.
- (b) The carrying out of major projects such as the completion of the CCAT and the building of a health centre. Of these proposals the education authority is urged to give priority to the provision of adequate residential accommodation for CCAT students and rationalisation of the St. Matthew's School site in their programmes.

## Departmental Responsibilities

The nature of the District Plan preparation, especially in relation to the public participation exercise, has led to the consideration of a broad range of issues. As a result the Plan

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\*The priority given here must of necessity be a reflection of the likely availability of capital and the known priorities of certain sponsoring agencies.

is both a land use statement and a guide to the co-ordination of the work of the City Council's various departments in the St. Matthew's area. This focus reflects the Council's corporate approach to its activities, and gives the public an opportunity to perceive how the different departments contribute towards the formulation of policies, and the means of implementation, in response to particular needs.

In many cases responsibility for implementing the District Plan policies will be shared between departments. For example, the promotion of bye-laws to control dogs on children's play areas will involve the City Amenities and Recreation Department and the City Secretary and Solicitor's Department. However, it is inevitable that individual departments must assume a primary role in the implementation process where their major sphere of activity is involved.

To clarify the diversity of roles in the interests of the residents of St. Matthew's the broad functions of the various departments, as they relate to the recommendations within the District Plan, are outlined below. Not all the objectives are included as some are the responsibility of other public or private agencies, as has been stated in the main text.

Amenities and Recreation Department: the management and improvement of existing open spaces; the provision of new open space and advice on the creation of incidental open space during the G.I.A. programme.

City Engineer and Surveyor's Department: the management of traffic and parking; maintenance and repair of the highway; the safety of pedestrians; the management of Council property not dealt with by the Housing Department; and the provision of play streets.

Department of Architecture and Planning: the control of development; environmental conservation; management of the G.I.A. (which includes improvement of open spaces and the street environment generally and the management of improvement grants); the relocation of non-compatible businesses; and monitoring and review of the District Plan.

Environmental Health Department: smoke control and noise abatement zones; and use of the public health regulations to safeguard the health of residents.

Housing Department: to manage Council housing and to provide accommodation for people disturbed during improvement works.

Although action is frequently departmentally based in terms of recommendations, the solutions to problems by nature overlap in any complex urban environment. Hence the need for all Council departments to co-operate and co-ordinate the services they provide. Therefore no one issue can be seen in isolation as all aspects interact with others. In this sense the Council has tried to take an overall approach to District Plan preparation in St. Matthew's to enable policies to be viewed together so that they cater for both the social and physical needs of the whole community.

## Financial Implications

The flexibility built into the plan, and the generalised implementation programme outlined above, make a full assessment of the financial implications difficult. Basically, attention must be focussed on those proposals which represent a new financial commitment for the City Council. Some proposals, for example development control and consultations with local businesses, can be regarded as on-going work to be done by staff already employed by the Council. Such matters can be integrated into the work programme in the normal way according to Council and departmental priorities. The cost of traffic management measures (minimal at any event) are, on the other hand, met by the County Highway Authority. Other costs, such as the provision of a health centre, must be met by the appropriate agency and are often included in existing long term programmes. It is not possible at this stage to quantify indefinite commitments which may occur at some future date e.g., industrial relocation. Therefore there are only two areas in which it is important to work out the financial implications for the City Council: the declaration of a G.I.A; and the provision of further open space.

The City Council has a policy of promoting house and environmental improvements through G.I.A's (Blueprint 1974). Within the St. Matthew's area, over the period January 1975-November 1976, the average level of finance for house renovation was £20,940 per annum. Over the same period the average annual rate of grant uptake was nearly one house in fifty. After government subsidy this represented a sum of £5,235 per annum to be financed by the City Council. Within a G.I.A. the amount of the grant for house improvement is increased, residents are encouraged to take Improvement Grants (maximum £1,920, although only about 70% of this is usually paid) rather than Intermediate Grants and, in the case of St. Matthew's, the rate of grant uptake is expected to rise to nearly 3 houses in a hundred each year. At the same time the central government

subsidy to the local authority is increased from 75% to 90% of the grant payments made. Thus the balance to be financed by local authority sources is estimated to be £4,300 p.a. This does not, of course, take inflation into account. However, in view of existing difficulties in obtaining mortgages and bank loans etc., and possible limitations imposed by the capacity of the building industry, it seems unlikely that the declaration of a G.I.A. will impose a major new burden on the rates in the short-medium term. It should also be remembered that, within a G.I.A., roughly one non-grant aided improvement is carried out for every improvement that is grant aided.

Although the declaration of a G.I.A. commits the Council to carry out some environmental improvements, there is no commitment to any particular amount of work. This can be adjusted to suit the needs of the area and the availability of finance. Actual expenditure can therefore be tailored to suit the financial circumstances reigning during the period of G.I.A. work. In the current climate of financial stringency, this calls for even greater care in the spending of what money is available. Grants are provided by central government which will match local authority spending pound for pound up to a maximum of £200 per house.

The other subject on which a commitment can be judged is open space. Implementation of the proposals contained in this document could cost up to £21,000 at current prices depending on the level of input. Part of this could be included within the G.I.A. environmental improvements budget if the Council so desires. It is also hoped that some part of the works could be carried out by the community in co-operation with, and helped by, the City Council. Any commitment of Council money to open space must depend upon the general availability of financial resources and the priority to be accorded St. Matthew's with respect to other parts of the City.

In terms of a fixed financial commitment, for both public and private agencies, the District Plan has limited implications. Clearly money is required but, if the programme of priorities outlined above is adhered to, major improvements can be achieved at a modest cost leaving the more expensive proposals to be implemented as the funds become available. The use of subsidised self help and community action should also be considered as an important element in ensuring that objectives are not missed for a lack of financial support.



# 12 STATUTORY PROCEDURES

The Foreword stated that this District Plan will eventually supersede the 1965 Town Map as the statutory planning document for the St. Matthew's area. Before that is the case, there are certain statutory procedures through which it must go.

It is not necessary for the District Plan to be submitted to the Secretary of State for approval; formal adoption by the City Council, as local planning authority, is sufficient. However, two important requirements must be met:-

- (a) the County Council must certify that the District Plan generally conforms with the approved Structure Plan.
- (b) the Secretary of State must agree that the statutory requirements with respect to public participation have been met.

These procedures cannot be completed until the Cambridgeshire Structure Plan has been approved. The Draft District Plan was submitted to the City Council on October 7th, 1976 and was adopted as the basis for consultations with residents and other interested bodies. Consultations were carried out during October and November 1976, see Appendix 1. The comments received have been given due consideration and, where appropriate, incorporated into this, the Final District Plan. It now remains for the following procedures to be carried out:

- (a) the receipt of formal representations and convening a public local inquiry into unresolved objections, if necessary;
- (b) subject to the findings of (a), acceptance of the District Plan by the City Council as an interim policy pending formal adoption on approval of the Structure Plan.



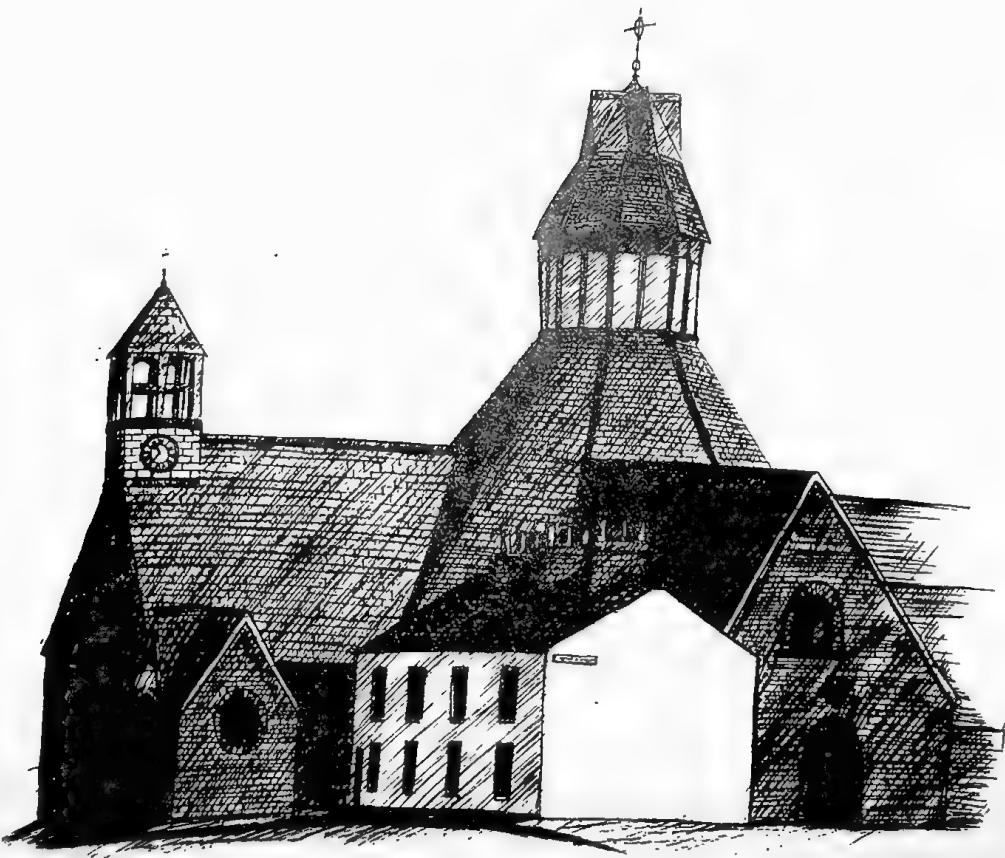
# 13 CONCLUSIONS

At the outset of work on the preparation of this District Plan, it was accepted that its recommendations should as far as possible reflect the views of the residents of St. Matthew's subject, of course, to the constraints imposed by the wider role of the area, the policies and priorities of the City Council and existing financial restrictions. To this end a major public participation exercise has been carried out.

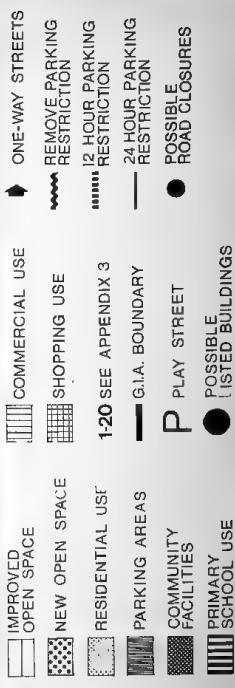
While it cannot be pretended that the participation exercise has involved every resident of the area, or even a majority, the greater part of those people who have concerned themselves in the preparation of the Plan like the area, and do not wish to see any radical changes such as comprehensive redevelopment. These same residents have, however, identified a range of problems, notably those associated with housing, open space and traffic, which they wish to see solved. Studies carried out by the planning team have clarified these problems, identified opportunities which the area offers and evaluated the available policy options, not all of which would necessarily accord with the expressed views of the residents. In spite of the existence of a series of serious and superficial problems, the area is revealed as being basically attractive with a life and vitality so frequently missing from major new housing estates. It is considered that the main problems can be solved within the existing framework of uses and that radical change is neither necessary nor desirable. In short, the area has an assured future for at least as far ahead as this District Plan can be expected to provide for.

The main impetus for improvement, and solutions to certain of the area's problems, must come from within the existing and future community, supported by the enlightened activity of the various voluntary bodies and organisations based on the area or drawing their catchment support from St. Matthew's. The kind of co-operation between residents and the Council already exhibited should be married to the financial and organisation framework which the declaration as a G.I.A. can provide, in order to achieve many of the desired ends. However, the

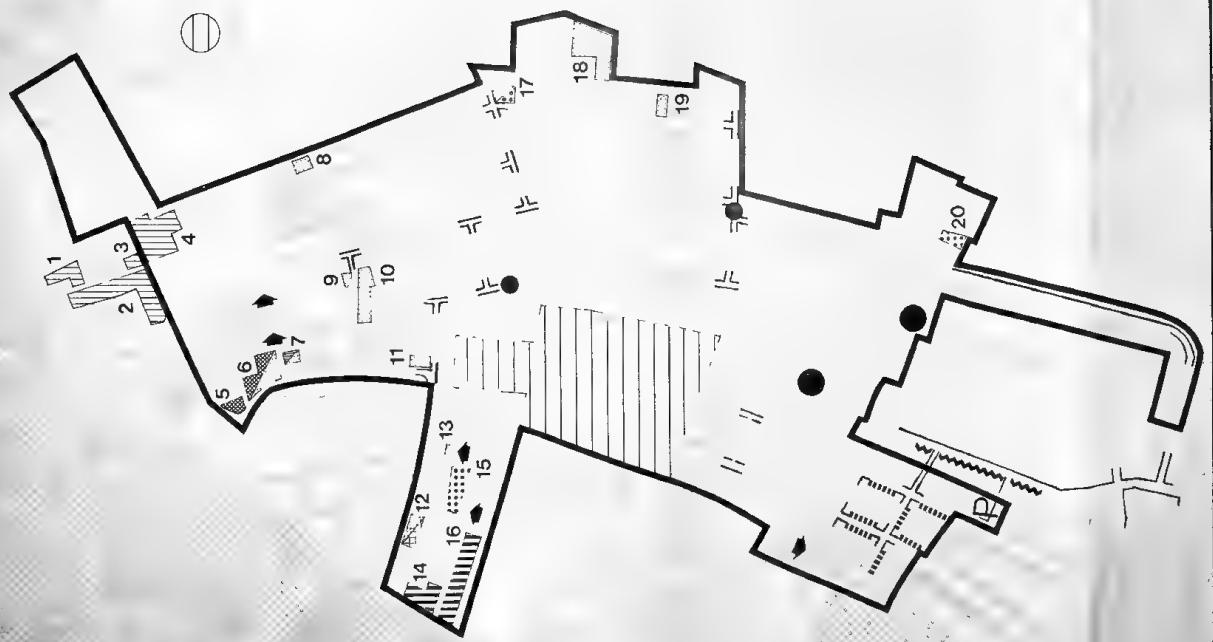
Council must become more deeply involved where its special powers and wider co-ordinating role are required to deal with problems which cannot be otherwise treated. The important roles which the Area Health Authority and the County Council have to play have already been outlined. To these ends the policies spelt out in Sections 3-11 and summarised below, are recommended to the City Council.



## PROPOSALS MAP



SCALE  
0 50 100 150 200



# 14 POLICY SUMMARY

## Housing

### POLICY 1.

That St. Matthew's remain a primarily residential area.

### POLICY 2.

That encouragement be given to the improvement and rehabilitation of the existing publicly and privately owned houses and flats.

### POLICY 3.

That the total housing stock be increased by development of the sites identified as suitable on the Proposals Map.

### POLICY 4.

To secure the provision of further student accommodation to meet the needs of single and married students at the CCAT.

## Industrial and Commercial Activities

### POLICY 1.

That existing business activities which are compatible with the primarily residential character of the area remain in the area and that non-compatible business uses which harm that character and make it a less pleasant place to live in be encouraged to move to more appropriate locations.

### POLICY 2.

That business activities be controlled to ensure that they do not unreasonably affect the amenities of residents.

### POLICY 3.

That the introduction of further business uses to the area be prevented except (a) the industrial development of vacant sites in New Street and (b) the change of use of buildings to "cottage" industries, provided its appearance, or the noise or traffic generated, would not harm the character of the area and make it a less pleasant place to live in.

POLICY 4. That change of use of small commercial premises (excluding shops) to local professional offices be encouraged.

## Open Space

POLICY 1. That the amount of open space available to the residents of St. Matthew's be increased.

POLICY 2. That the quality of the existing open space be improved.

## Traffic and Parking

POLICY 1. That through traffic be kept out of the area wherever possible.

POLICY 2. That the traffic problems associated with local industry be minimised insofar as it is possible.

POLICY 3. That steps be taken to increase the safety of pedestrians and cyclists in, and on routes peripheral to, the St. Matthew's area.

POLICY 4. That car parking in the area be regulated in the interests of residents and the safety of all road users.

## Community Facilities

POLICY 1. That a "federated" system of community facilities be established focusing on the Howard Mallett Club as a community centre.

POLICY 2. That the participation of all residents and groups of the area in community activity be encouraged.

POLICY 3. That a health centre be established on the St. Matthew's Street site.

POLICY 4. That school facilities, particularly for the nursery age group, be expanded when financial considerations allow.

POLICY 5. That the expansion of the Cambridgeshire College of Arts and Technology outside its

existing site should be controlled.

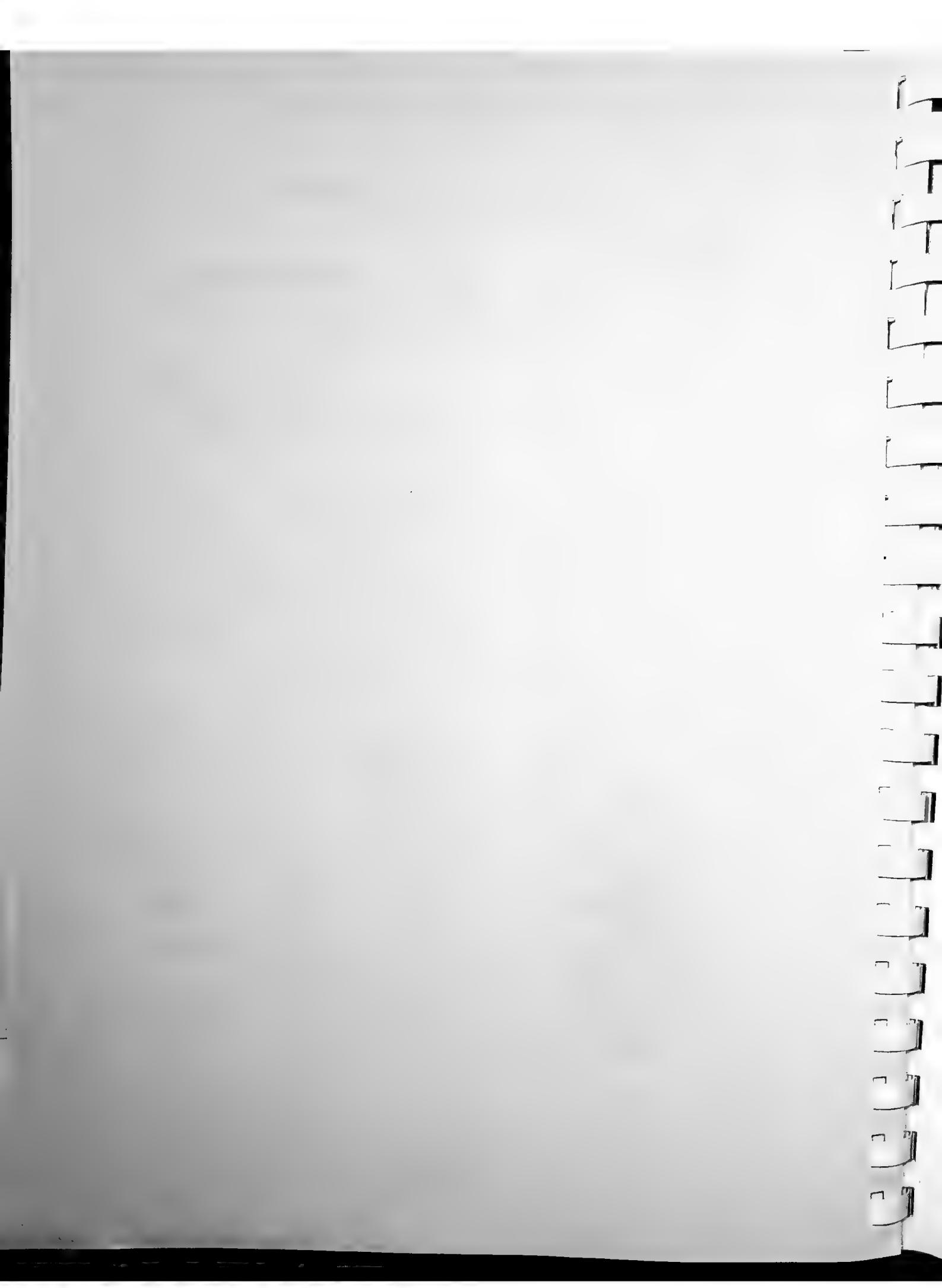
## Shopping

- POLICY 1. That Mill Road should remain the primary district shopping centre serving St. Matthew's.
- POLICY 2. That the neighbourhood shopping function of Norfolk Street be consolidated.
- POLICY 3. That, on an experimental basis, changes of use to provide single shops in existing buildings be received favourably, depending upon the location, the exact nature of the proposal and the retention of residential accommodation.

## Conservation and Environment

- POLICY 1. That the important townscape and architectural features of the area should be conserved and, where possible, enhanced.
- POLICY 2. That the general ambience of St. Matthew's as an area in which to live should be improved.





# APPENDIX 1

## PUBLIC PARTICIPATION

In recent years the right of people to be involved in the preparation of plans for their area has been increasingly recognised. This has resulted in the embodiment in the Town and Country Planning Act 1971 that residents of the District Plan area be involved in the drawing up of that plan. This Appendix outlines the public participation procedure employed during the St. Matthew's District Plan exercise. A separate critique and recommendations for future programmes are to be prepared.

### St. Matthew's Centre

On the 2nd April, 1975, the St. Matthew's Centre, manned by planning officers of the City Council, was opened in a formerly vacant shop at 9, Norfolk Street. The opening was advertised throughout the area. Initially open for 4½ days per week (Tuesday - Friday plus Saturday mornings), from August 1975 the Centre was open 5 mornings a week (Tuesday - Saturday) until the end of the Plan preparation period.

It was designed to provide a point at which planning officers could meet with residents in their own area in relatively informal surroundings. The object of this contact was to explain the District Plan, provide information, listen to problems, receive ideas, exchange views and give a broad range of help to residents\*. A log sheet system was instituted to record people's comments. In order to attract residents into the Centre, and supplement the information function, exhibitions featuring the history and character of the area, the work of the local primary school and G.I.A's were mounted.

Ward Councillors held their surgeries in the Centre on Saturday mornings.

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\*From October 1975 the Centre was shared with the Neighbourhood Law Centre which conducted a surgery on Tuesday evenings.

## St. Matthew's Newsletter

Throughout the period during which the District Plan was prepared eight Newsletters were published and distributed free to all premises in the area. Libraries and other interested bodies were also provided with copies. The first issue was produced to coincide with the opening of the St. Matthew's Centre and included a questionnaire. The eighth and final issue, produced following publication of the Draft District Plan, constituted a ten page summary of the proposed policies.

The Newsletter performed a number of functions: it informed people about the preparation of the District Plan; disseminated information about the area; reported on the deliberations of the Working Party (see below); outlined possible policies with a view to stimulating comment; reported developments and action related to Council work in the area; and advised the public on certain issues e.g., house improvements.

## Public Meetings

At the start of the District Plan exercise, between May and July 1975, a series of six public meetings was held, each meeting being aimed at a specific sub-area within St. Matthew's. All meetings were advertised in the Newsletter and by poster beforehand. Ward Councillors were invited.

The nature of a District Plan was explained and some of the issues which the area was thought to face were put forward. The aim was to stimulate on the spot discussion, sound out ideas and encourage public participation throughout the programme of district plan preparation. At the meetings nominations were also received for the St. Matthew's Working Party (see below).

Following publication of the Draft District Plan two further public meetings were held to outline the Plan proposals, encourage discussion and provide planning officers with views and comments. Both meetings were widely advertised throughout the area and in the Local Press. Ward Councillors and the Chairman of the City Council's Environment Committee attended.

## Working Party

Issue Number 2 of the St. Matthew's Newsletter explained that a Working Party was to be set up to help in the preparation of the District Plan. Residents were asked to attend the forthcoming meetings (see above) with a view to nominating people to serve

on the Working Party. At the meetings nominations were received, for each area the three\* people with the greatest number of nominations were subsequently invited to sit on the Working Party. The Working Party was finally composed of 19 residents, 6 Ward Councillors and Council officials. Other bodies/groups such as County Council departments, the Norfolk Street traders and CamCat Housing Association were represented on an ex officio basis depending upon the topic being discussed.

The Working Party met at intervals of six weeks, at each meeting discussing issues relevant to the District Plan. Prior to the meetings (9 in total), which were held in the local primary school, members were circulated with discussion papers prepared by planning officers from the Council. These papers reflected the views of officers and the comments made by residents and other bodies. Thus at the meetings the thoughts of residents (through the discussion paper and direct contact with the Working Party members), Working Party members, officers and miscellaneous bodies were discussed. Minutes of these meetings were subsequently circulated. The results of these discussions were reported in the Newsletter and possible policies arising from them were put forward for public comment. The cycle was repeated as necessary.

At its final meeting the Working Party discussed the proposals contained in the Draft District Plan.

## Exhibitions

Various exhibitions were held at the St. Matthew's Centre during the period of plan preparation (see above). Following the publication of the Draft District Plan an exhibition outlining the proposals was mounted at the St. Matthew's Centre and subsequently the Mill Road Branch Library. The exhibitions were advertised with the public meetings and a Council officer was in attendance to answer any questions and explain the various policies. The same exhibition was mounted at the two public meetings. After these initial displays in the area, the exhibition was moved to the Guildhall foyer and finally to the Lion Yard Central Library. At all times comments sheets were available to those members of the public who wished to make their views known in writing, rather than verbally.

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\*Four in the case of the York Street area.

## Miscellaneous

Other interested bodies were involved in the preparation of the plan on an ad hoc basis, examples being a painting competition and talk to parents at St. Matthew's Primary School, a talk and slide show to the local Labour Party, the involvement of the Cambridgeshire College of Arts and Technology in certain design works and discussions with Pye of Cambridge Limited and the Cambridge and District Co-Operative Society. These events helped to disseminate the idea of local planning, stimulate thought and provide useful comments.

## Reflecting the Residents' Views

The high ideals of public participation in planning come to nothing if people are encouraged to state their views, but have no impact on the plan finally produced. In the preparation of the St. Matthew's Draft District Plan an attempt was made to avoid this pitfall by the creation of what may be termed an ideas pool. This pool constituted perceptions of the area's problems, ideas for dealing with them and identified opportunities and goals, as seen by residents, Councillors, other bodies and Council officials. This pool was sieved by the Working Party and officers in order to eliminate non-runners on the basis of impracticability, constraints imposed by overall Council policy and financial considerations. A good example of the latter was the need to reject suggestions that all industrial uses be relocated, although as suggested in Section 4 other factors lead to the same conclusion. In considering these points no distinction was made on the basis of their origin. This procedure resulted in the preparation of the policy package which the Draft District Plan represented.

The Draft District Plan was taken back to the public for further consultation during October and November 1976. The techniques employed are outlined above. All of the comments received were collated and discussed with other Council departments and any relevant outside bodies in the way outlined above. As a result a report recommending amendments to the Draft was taken to the City Council's Environment Committee on the 7th February, 1977. The accepted recommendations have now been incorporated into this, the Final District Plan. A schedule of the comments made by the public which were not incorporated as amendments, and the reasons for not doing so, was prepared and is available to interested parties.

The District Plan does not reflect all of the views made known to the Planning Authority, nor the ideas of any one individual who has participated, any more than it can claim to be the

result of consultations with every resident in the area. The drawing up of any district plan is very much a matter of balancing competing demands and desires. This is what the District Plan for St. Matthew's had tried to achieve.



# APPENDIX 2

## STATISTICAL TABLES

Table A.2.1 Age Structure of Private Household Population, 1971.

<u>Age Group.</u>	<u>Percentage of Total.</u>	
	<u>St. Matthew's.</u>	<u>Cambridge City.</u>
0 -	12.1	20.4
15 -	32.3	25.5
30 -	12.2	16.0
45 -	17.1	18.3
60 -	18.6	14.7
75 -	7.7	5.1
	100.0	100.0

Table A.2.2 Sex Distribution of Total Population, 1971.

<u>Sex.</u>	<u>Percentage of Total.</u>	
	<u>St. Matthew's.</u>	<u>Cambridge City.</u>
Male.	47.6	50.7
Female.	52.4	49.3
	100.0	100.0

**Table A.2.3** Tenure by Population in Private Households, 1971.

<u>Tenure.</u>	<u>Percentage in Private Households.</u>	
	<u>St. Matthew's.</u>	<u>Cambridge City.</u>
Owner Occupied.	43.0	43.6
Local Authority.	13.7	32.3
Private Rented.	42.9	23.7
Not Specified/Other.	0.4	0.4
	100.0	100.0

**Table A.2.4.** Private Household Size, 1971.

<u>Size.</u>	<u>Percentage of Private Households.</u>	
	<u>St. Matthew's.</u>	<u>Cambridge City.</u>
1 person.	39.0	25.4
2 person.	32.5	31.5
Average Size (Persons).	2.13	2.61

**Table A.2.5.** Economically Active Population, 1971.

<u>Economically Active.</u>	<u>Percentage of Total Population.</u>	
	<u>St. Matthew's.</u>	<u>Cambridge City.</u>
Males.	61.8	52.2
Females.	41.7	36.7
Total.	51.2	44.6

Source: All data from the 1971 Census Cambridge Ward Library.

# APPENDIX 3

## USES FOR VACANT SITES

The site numbers in the following schedule refer to those given on the Proposals Map. Sites currently vacant but with a firmly committed future use are omitted.

<u>No.</u>	<u>Location.</u>	<u>Area (ha)</u>	<u>Proposed Use.</u>
1	Abbey Street.	0.06	Industrial/Commercial.
2	Abbey Street/New Street.	0.29	Industrial/Commercial.
3	Abbey Street/New Street.	0.02	Industrial/Commercial.
4	Abbey Walk/New Street.	0.25	Industrial/Commercial.
5	New Street/Sturton Street.	0.04	Community facility associated with F.E.C.
6	St. Matthew's Street/ Petworth Street.	0.12	Health Centre, residential if not required for this.
7	St. Matthew's Court/ Petworth Street.	0.04	Residential or parking.
8	York Street (98-104).	0.04	Residential.
9	Vicarage Terrace.	0.02	Residential.
10	Vicarage Terrace.	0.12	Residential.
11	St. Matthew's Street/ Norfolk Street.	0.03	Residential.
12	Norfolk Street (19-35).	0.07	Mixed retail/ residential.

<u>No.</u>	<u>Location.</u>	<u>Area</u> <u>(ha)</u>	<u>Proposed Use.</u>
13	Blossom Street.	0.01	Car Parking.
14	East Road.	0.10	St. Matthew's School.
15	Flower Street.	0.11	Open Space.
16	Between Broad Street and School House Lane.	0.20	St. Matthew's School.
17	Sleaford Street/ Ainsworth Street.	0.07	Proposed sale by Council for residential; open space if this is not proceeded with.
18	Stone Street.	0.12	Residential.
19	Ainsworth Street.	0.05	Residential.
20	Mill Road.	0.08	Open Space.

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